DOCUMENT RESUME

ED 331 431 HE 024 493

TITLE	Texas Public Higher Education Governance for the 21st Century. Final Report.
INSTITUTION	Texas State Higher Education Coordinating Board, Austin.
PUB DATE	Jan 91
NOTE	47p.; Prepared by the Committee on Statewide Governance of Higher Education.
AVAILABLE FROM	Texas Higher Education Coordinating Board, Division of Research Programs, P.O. Box 12788, Austin, TX 78711.
PUB TYPE	Reports - Descriptive (141) -- Viewpoints (Opinion/Position Papers, Essays, etc.) (120)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Educational Change; *Governance; *Higher Education; Organizational Change; *Organizational Effectiveness; Public Colleges; State Colleges; State Standards; State Universities; *Statewide Planning; Systems Approach
IDENTIFIERS	*Texas

ABSTRACT

This document reports on the governance of the Texas system of public higher education. The first section of the report describes the Texas public higher education system as it exists today. This section discusses the history of Texas education, its structure of governance, facilities, academic and research programs, health-realted institutions, and independent colleges and universities, and identifies problems with the current system of governance. The second section, which concerns the future, recommends five standards to improve governance in Texas higher education and proposes a governance structure for the 21st century. The proposed structure would group all institutions that have undergraduate teaching as their primary mission into one large system; reduces the number of higher education systems to four in order to faciliate planning, accountability, consolidation of duplicate programs, and efficient use of resources; and links comprehensive research institutions with those institutions expected to change the most, to promote flexibility in allocating resources and programs. Included are charts, graphs, and maps describing the proposed system; biographical sketches of members of the Texas Higher Education Coordinating Board Committee; a list of persons who offered testimony to the committee; a sample of reorganization plans; and the Texas Charter for Public Higher Education adopted by the 70th Texas Legislature, 1987. (LPT)

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Texas Public Higher Education Governance for the 21st Century

Final Report

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Texas Higher Education Coordinating Board
Committee on Statewide Governance of Higher Education

January 1991

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The Committee on Statewide Governance of Higher Education in Texas was created in January 1989 to ". . . examine carefully the entire governance structure for higher education in Texas . . . and to submit its findings to the Texas Higher Education Coordinating Board."

"Texans have always had a vision for excellence in higher education and the determination to shape it to meet the State's needs. The very existence of the Select Committee on Higher Education is evidence of this vision and determination. The Select Committee offers this report to the Texas Legislature and the people of Texas with the following sentiment:

> Excellence in higher education demands both quality and access. Quality and access are simply two sides of the same coin. Quality without access is not quality, it is elitism. Access without quality is not access, it is mediocrity. Quality and access can both be achieved as we strive to manage our system of higher education more efficiently and effectively and as we make the necessary investments in higher education to meet the needs of our growing population, to enhance the quality of life in Texas, and to promote our economic development."

Report of the Select Committee on Higher Education
1987

Texas Charter for Public Higher Education

adopted by the 70th Texas Legislature, 1987

Preamble

We believe that higher education is vital to human advancement and that support for higher education reveals a society's commitment to progress. An investment in education is an investment in this State's future development and prosperity. By exploring the frontiers of knowledge, higher education produces new ideas to meet future challenges.

Recognizing that economic, technological and social changes will increase at exponential rates, the State's continued economic expansion and productivity will require current and future generations of Texans not only to be trained for vocations and professions, but also to be educated to understand the cultural, scientific and social environment in which they will live, work and compete. Thus, the public higher education system of Texas should provide an educational environment conducive to collective excellence and individual achievement.

Whereas Texas traditionally prospered through the hard work of its citizens and the development of bountiful natural resources, the State's future prosperity will depend more extensively upon economic diversification and the cultivation of its human resources through education. Therefore, we affirm the necessity and importance of all aspects of higher education -- vocational and technical training, liberal arts and sciences education, graduate and professional education and training -- believing that only all in concert are sufficient to provide the broad educational opportunities the future will demand.

This Charter sets out the principles and provisions by which the future development of higher education in Texas shall be guided.

Principles

I. THE PEOPLE OF TEXAS EXPECT QUALITY IN ALL ASPECTS OF PUBLIC HIGHER EDUCATION: TEACHING, RESEARCH AND PUBLIC SERVICE.

Teaching is the central mission of higher education. To that end, our faculties should be among the best in the United States, and their compensation should be competitive with those of comparable institutions throughout the nation. Outstanding faculties should be developed, recruited, and retained by our institutions, rewarded for excellence, and provided sufficient resources to perform their academic functions.

Research is an integral component of Texas higher education, enhancing both the educational process and the advancement of knowledge. University research contributes to economic growth through the education and training of scholars and scientists and through the discovery of new insights and relationships leading to innovation and new technology. The quality of university research should be improved by increasing the access to research funds among all campuses and academic disciplines, by encouraging competition through expert review, and by requiring greater accountability through merit evaluation of state-supported research programs.

Public service is a significant function of higher education. Colleges and universities enrich the State's quality of life by providing public access to libraries and cultural events. Local communities are afforded direct assistance from the agricultural and engineering extension services and academic health care centers. Most importantly, institutions of higher education shall serve both the private and public sectors as an independent source of information for policy decisions, resource allocations, management options and regulatory issues.

Effective teaching, research and public service can be achieved only in an environment free of censorship and restrictions. The autonomy and integrity of our institutions of higher education should always be assured.

II. HIGHER EDUCATION SHOULD BE ACCESSIBLE TO ALL THOSE WHO SEEK AND QUALIFY FOR ADMISSION.

Neither financial nor social status should serve as a barrier to opportunities for higher education in Texas. Financial aid as well as academic and social support services should be available. Texas colleges and universities shall actively recruit and retain students from populations that have not heretofore fully participated in higher education.

III. HIGHER EDUCATION SHOULD PROVIDE A DIVERSITY OF QUALITY EDUCATIONAL OPPORTUNITIES.

The State is best served through diverse academic

and cultural campus environments. Each postsecondary educational institution should be assigned a distinct role. Each college and university should strive to excel in selected academic or technical areas and to achieve distinction among peers nationwide. Independent colleges and universities constitute a vital segment of the diverse educational opportunities in the State. In recognition of their important role, the State, through appropriate public policies, should encourage their continued vitality and contributions as integral parts of the higher education system in Texas.

IV. SUPPORT THROUGH ADEQUATE FUNDING IS CRITICAL IF HIGHER EDUCATION IS TO ACHIEVE ITS PURPOSE.

Definitions of role and scope should identify the specific purposes of each Texas college and university as well as those activities eligible for State support. Base funding should be allocated at levels which will enable each institution to achieve its primary objectives. Special incentive and initiative funding should enable individual institutions to develop distinct strengths. Colleges and universities should be encouraged to expand use of local, federal, corporate and philanthropic funds to further their specific goals.

V. THE PEOPLE OF TEXAS ARE ENTITLED TO EFFICIENT AND EFFECTIVE MANAGEMENT OF HIGHER EDUCATION.

Colleges and universities should strive to reduce operating costs through the improved management of human resources and through the cost effective management of physical plants and equipment. Financial reporting information shall be standardized and simplified to allow for statewide review and planning. Financial incentives for managerial effectiveness should be provided to all colleges and universities demonstrating measurable operating efficiencies and increased productivity.

VI. THE PEOPLE OF TEXAS ARE ENTITLED TO CAPABLE AND CREATIVE LEADERSHIP IN HIGHER EDUCATION.

The Texas Legislature shall define state policies and goals for higher education, appropriate the necessary funds to achieve those ends; and hold the higher education system accountable.

The Texas Higher Education Coordinating Board shall serve as an advocate for higher education, providing advice and comprehensive planning capability to the Legislature, coordinating the effective delivery of services, and efficiently administering assigned statewide programs.

Regents and administrators of systems and institutions of higher education shall ensure efficiency in program planning and management, excellence in program performance, and accessibility to all Texas residents who seek and qualify for admission to postsecondary education and training.

Faculty in Texas public higher education shall develop the intellectual potential of their students through superior teaching, create new knowledge through superior scholarship and research, and generally improve the economic and social condition through training in vocation and professions.

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Where We Are

The Texas System of Public Higher Education

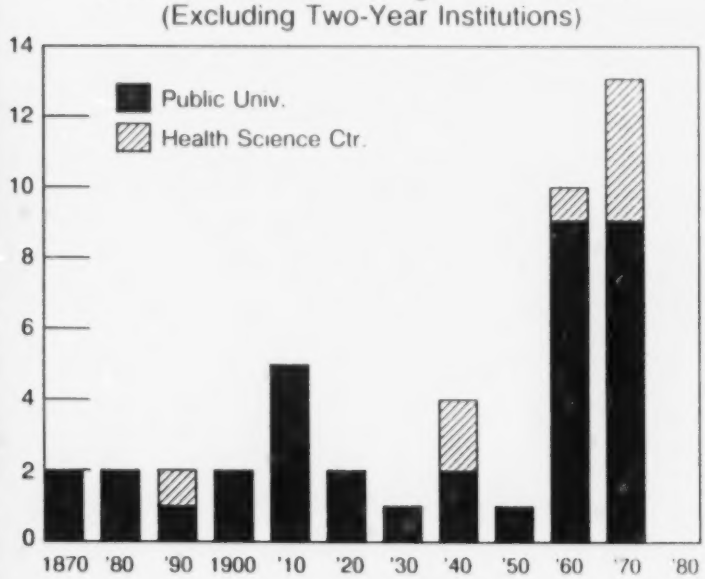
History

The State of Texas has a significant and long-standing commitment to higher education. In 1836, before Texas was a state, the Texas constitution called for the establishment of a "university of the first class." Soon after becoming a state, Texas gave substance to that commitment by setting aside a major tract of public land, the proceeds of which were to support higher education. Although the original tract was used to pay off debts incurred during the Civil War, the leaders were still committed to higher education, for they replaced the original tract of land with another consisting of almost two million acres.

Texas A&M University was created in 1871 and opened its doors as the state's first public institution of higher education in 1876. The system of higher education developed slowly, keeping pace with the population, until about 1960. During the 20 years between 1960 and 1980, 23 new universities and health science centers were created in an unprecedented expansion of the higher education system. This does not include the growth of junior colleges, which grew to 49 districts, several of which established multiple campuses, and the Texas State Technical Institute, which contains four campuses.

While the state system of higher education grew to include 37 universities (including upper-level institutions and centers), eight health institutions, and 49 two-year institutions by 1990, there were also nearly 40 independent colleges and universities.

New Institutions of Higher Education
(Excluding Two-Year Institutions)



The senior institutions developed in different ways. A few were created as senior, general-purpose, state-supported institutions. Many were initially teachers' colleges that were converted to universities as their missions grew. Others began as private or public junior colleges, became four-year institutions, and were brought under state control. Several were created as upper-division universities, although two of these have subsequently been authorized to admit lower division students.

Similarly, the structure of governance has evolved over time. The first "system" of institutions was the State Board of Normal Schools, created in 1911, which originally governed six institutions and eventually became the Texas State University System. The University of Texas and Texas A&M University Systems also have a long history of growth. In the 1970s several smaller systems were created. In the late 1980s, the University of Texas System and Texas A&M University System were significantly enlarged when the Legislature dissolved the University System of South Texas and the Pan American University System and placed their components in the University of Texas and Texas A&M Systems.

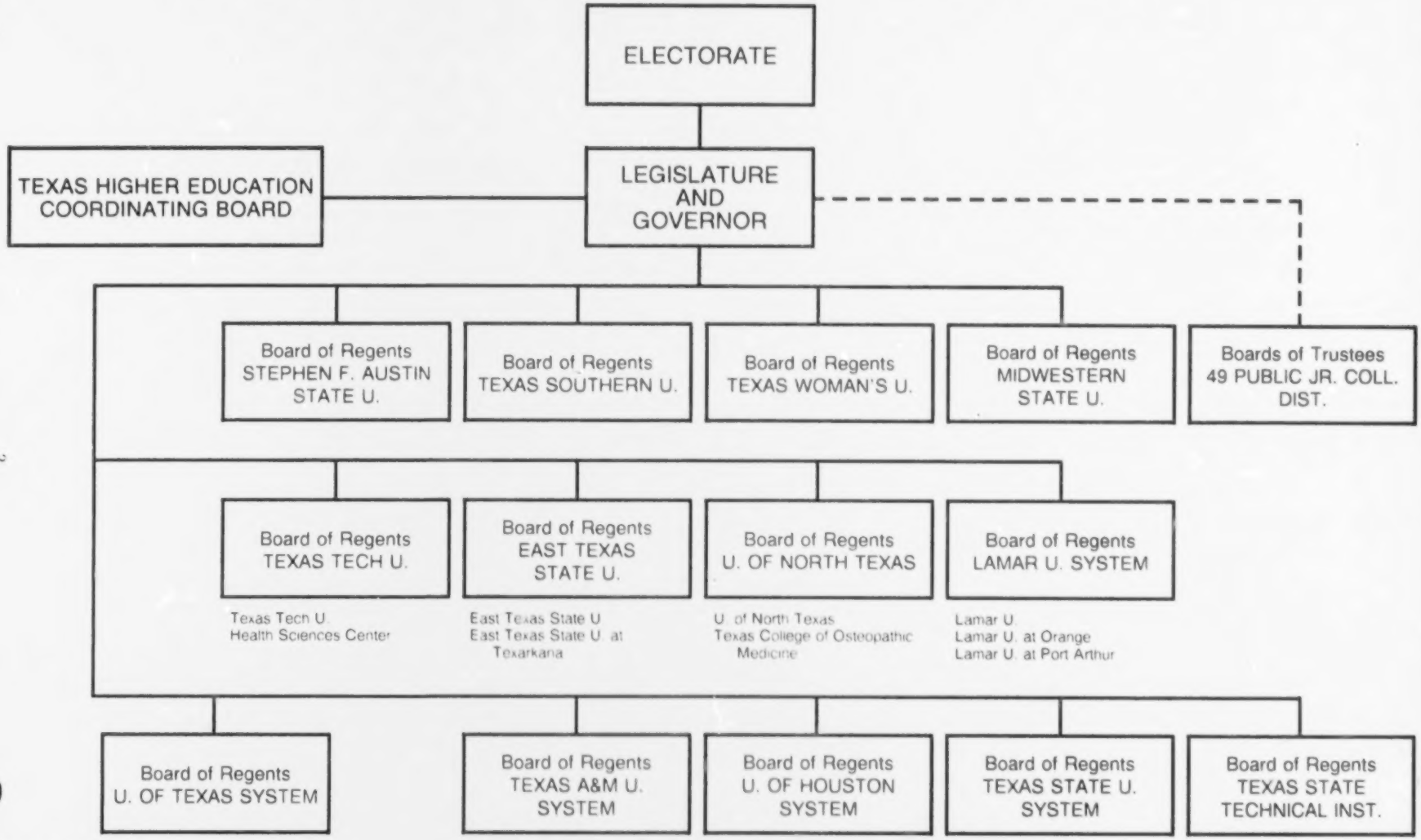
The Texas Higher Education Coordinating Board was created by the Texas Legislature in 1965. It is charged with the responsibility to achieve "excellence for college education" for the people of Texas through unified development of the Texas system of higher education; efficient and effective use of all resources; elimination of costly duplication in program offerings, facilities, and physical plants; and advocacy for adequate resources for the institutions to realize their full potential to educate. The Board consists of 18 members appointed from across the state for six-year terms by the governor with the advice and consent of the Senate.

Structure of Governance

The chart on page two describes the current governance structure for the 37 public senior institutions and eight health institutions.

There are currently four primary systems of universities in Texas. The University of Texas System is the largest, containing eight universities and seven other institutions, most of which are medically-related. The Texas A&M University System includes seven universities and eight other institutions, most of which are research or extension activities. The University of Houston System contains three universities and a center. The Texas State University System contains four universities, all of which are former teachers' colleges. The Lamar University System contains a senior institution and two lower-division institutions. The University of North Texas, Texas Tech University, and East Texas State University are all parts

TEXAS PUBLIC SYSTEM OF HIGHER EDUCATION GOVERNANCE STRUCTURE


ELECTORATE
TEXAS HIGHER EDUCATION COORDINATING BOARD
LEGISLATURE AND GOVERNOR
Board of Regents STEPHEN F. AUSTIN STATE U.
Board of Regents TEXAS SOUTHERN U.
Board of Regents TEXAS WOMAN'S U.
Board of Regents MIDWESTERN STATE U.
Boards of Trustees 49 PUBLIC JR. COLL. DIST.
Board of Regents TEXAS TECH U.
Texas Tech U.
Health Sciences Center
Board of Regents EAST TEXAS STATE U.
East Texas State U.
East Texas State U. at Texarkana
Board of Regents U. OF NORTH TEXAS
U. of North Texas
Texas College of Osteopathic Medicine
Board of Regents LAMAR U. SYSTEM
Lamar U.
Lamar U. at Orange
Lamar U. at Port Arthur
Board of Regents U. OF TEXAS SYSTEM
U. of Texas at Arlington
U. of Texas at Austin
U. of Texas at Dallas
U. of Texas at El Paso
U. of Texas-Pan American
U. of Texas-Pan American-Brownsville
U. of Texas of the Permian Basin
U. of Texas at San Antonio
U. of Texas at Tyler
Health Center at Tyler
Health Science Center at Houston
Health Science Center at San Antonio
Medical Branch at Galveston
Southwestern Medical Center at Dallas
M.D. Anderson Cancer Center
Board of Regents TEXAS A&M U. SYSTEM
Texas A&M U.
Prairie View A&M U.
Tarleton State U.
Texas A&M U. at Galveston
Corpus Christi State U.
Laredo State U.
Texas A&I U.
West Texas State U.
Board of Regents U. OF HOUSTON SYSTEM
U. of Houston
U. of Houston-Clear Lake
U. of Houston-Downtown
U. of Houston-Victoria
Board of Regents TEXAS STATE U. SYSTEM
Angelo State U.
Sam Houston State U.
Southwest Texas State U.
Sul Ross State U.
Sul Ross State U. Uvalde Study Center
Board of Regents TEXAS STATE TECHNICAL INST.
Waco Campus
Amarillo Campus
Harlingen Campus
Sweetwater Campus

of systems, because they are paired with other institutions, but none of these systems has a separate system office or a chancellor who is not also the president of a system institution.

Of the four primary systems, the University of Texas System, the Texas A&M University System, and the University of Houston System all consist of a flagship institution and a number of related institutions. The component institutions within these systems are heterogeneous, because they have widely differing missions, aspirations, and capabilities. Only the Texas State University System consists of similar institutions with similar missions.

Of the four primary systems, only the University of Houston System is a regional system, with all of its components located relatively near Houston. The other three major systems have components in all corners of the state.

The Texas Higher Education Coordinating Board has a variety of responsibilities. It is a planning body which advises the Legislature on various issues related to higher education. It is responsible for the preparation and maintenance of a master plan for higher education. It prepares reports on a variety of issues from facilities to student performance. It prepares funding formulas for use by the Legislature.

The Coordinating Board has some regulatory functions. For example, the Board is charged with approving new degree programs and some construction projects.

Finally, the Coordinating Board has a number of coordinating and service functions which it administers on a statewide basis. Examples of these include statewide testing programs, grants programs, loan programs, and encouraging cooperation among institutions.

The Coordinating Board is not a governing board. It does not hire or approve campus administrators nor does it approve or consolidate budget requests from institutions to the Legislature.

A further description of the structure of governance and the component parts of the total system is contained in the Texas Charter for Higher Education, which was adopted by the Texas Legislature in 1987.

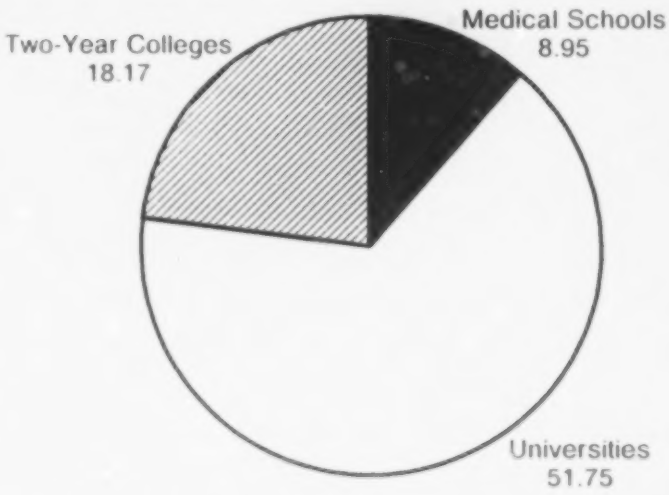
—— Facilities

Since 1978, the total investment in physical plant for all types of Texas higher education institutions has grown from $3.66 billion to more than $8.96 billion. Buildings constructed on public university campuses have added $96 million to the state's appropriation for physical plant operations alone.

Between 1978 and 1988, the public university full-time-student-equivalent grew by 11.7 percent while the gross square footage of higher education facilities grew 20 percent.

The distribution of facilities is also a problem. Due to population declines and other demographic factors, some institutions have found that they have excess space. Programs designed to give these institutions incentives to

Assignable Space - 1989
Texas Public Institutions of Higher Education
(Millions of Square Feet)



"mothball" buildings have been implemented. At the same time, other institutions, primarily in South Texas and urban areas, have continuing needs for additional teaching and research facilities.

—— Academic Programs

Texas institutions of higher education offer a broad range of academic programs. There are currently more than 4,100 different degree programs offered. Of these, 720 are sufficiently distinct to warrant separate designations in the Coordinating Board's degree program inventory.

The following charts show the number of degree programs at each level and enrollments at each level.

Degree Programs in Senior and Health Institutions - 1989

	Number of degree programs
Universities	
Associate Level	52
Bachelor's Level	1,986
Master's Level	1,445
Doctoral Professional	420
Health-Related Institutions	
2-year Technical Vocational	20
Bachelor's Level	50
Master's Level	91
Doctoral Professional	59
Total	4,123

Fall 1989 Enrollments

	Full Time Equivalents*	Headcounts
Public Community Colleges and Technical Institutes	203,580	363,886
Public Universities		
Undergraduate	261,472	312,728
Graduate and Professional	46,108	87,220
Public Academic Health Units		
Undergraduate	2,441	3,504
Graduate	1,999	2,528
Medical, Dental Schools	5,305	5,305
Total	520,905	775,171

*FTE = undergraduate SCH divided by 15, master SCH divided by 12, doctoral SCH divided by 9.

Although Texas has many fine academic programs at both the undergraduate and graduate levels, many national rankings indicate that Texas has been more successful in providing an increased quantity of education than in providing quality across all its institutions of higher education.

The *Gourman Report on Undergraduate Programs* ranks more than 1,000 undergraduate institutions. Among Texas public institutions, only one is included in the top two of the six categories (UT-Austin is in the top category) while more than 90 percent of Texas institutions are ranked in the bottom two categories (adequate and marginal).

Another *Gourman Report on Graduate Programs* ranks more than 500 graduate programs. Again, only one Texas public institution is in the top two categories (UT-Austin is in the top category) while over 90 percent of Texas institutions are ranked in the bottom two categories. In contrast, six schools in the University of California system are ranked in the top category.

These and other rankings, while clearly subjective, indicate the appropriateness of a strong emphasis on improving the quality of Texas academic programs.

On the other hand, some programs at a very few of our universities rank with the very best in the nation. However, these cases are more generally exceptions to higher education in the state than they are representative of across-the-board quality.

—— Research Programs

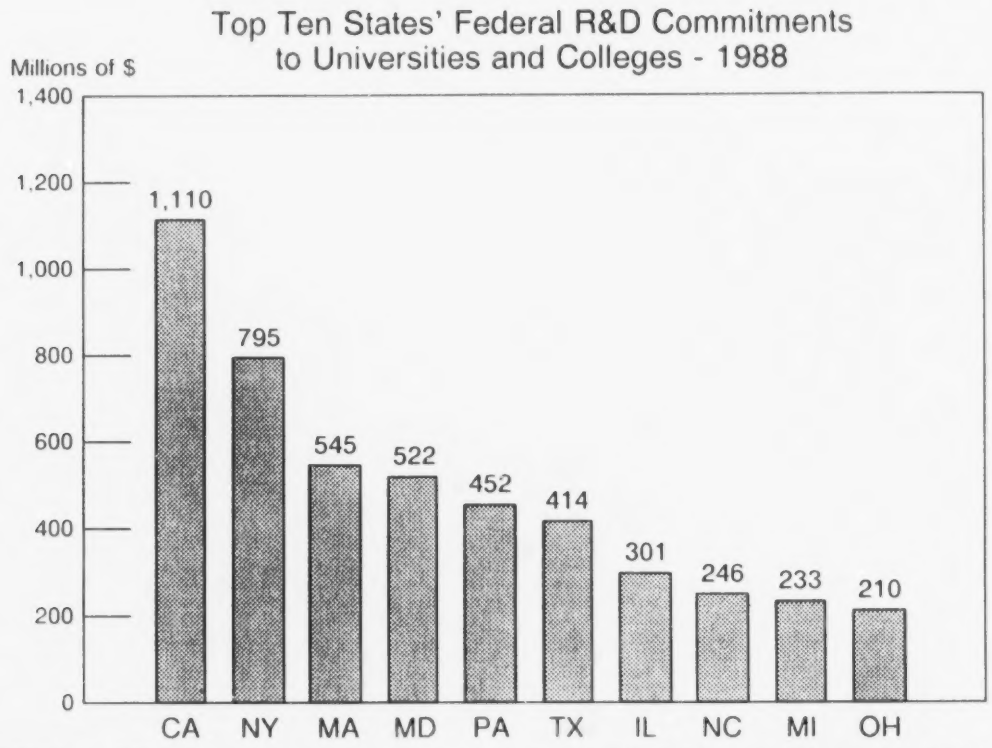
Texas institutions of higher education reported total research expenditures in excess of $700 million during fiscal year 1989. On most national research rankings, Texas is usually ranked sixth in total research funding. Texas institutions of higher education are especially strong in the areas of life sciences, agriculture, and geology/earth sciences and rank higher in those areas and lower in others.

States that rank higher than Texas usually have one or more Federally Funded Research and Development Centers (FFRDC) on university campuses. Texas acquired its

Federal R&D Funding to Higher Education Institutions

State	Federal R&D	Population	$/person
Maryland	$460,057	4.535	$101.45
D.C.	61,057	0.622	98.16
Mass.	536,122	5.855	91.57
Connecticut	174,433	3.211	54.32
Utah	86,950	1.68	51.76
Vermont	24,108	0.548	43.99
New York	752,825	17.825	42.23
Rhode Island	40,731	0.986	41.31
Washington	183,206	4.538	40.37
Colorado	129,450	3.296	39.27
California	1,056,860	27.663	38.20
New Mexico	55,138	1.5	36.76
Hawaii	39,558	1.083	36.53
N. Carolina	228,176	6.413	35.58
Penn.	417,620	11.936	34.99
Wisconsin	160,074	4.807	33.30
N. Hampshire	34,653	1.057	32.78
Oregon	84,138	2.724	30.89
Alaska	15,473	0.525	29.47
Iowa	81,802	2.834	28.86
Minn.	121,588	4.246	28.64
Illinois	297,368	11.582	25.68
Missouri	129,563	5.103	25.39
Alabama	100,633	4.083	24.65
Arizona	80,485	3.386	23.77
Michigan	213,721	9.2	23.23
Georgia	144,144	6.222	23.17
Texas	378,266	16.789	22.53
Tennessee	107,518	4.855	22.15
Indiana	111,289	5.531	20.12
Virginia	118,162	5.904	20.01
Wyoming	9,444	0.49	19.27
Deleware	12,067	0.644	18.74
Ohio	197,721	10.784	18.33
Nebraska	28,564	1.594	17.92
Nevada	14,955	1.007	14.85
Kansas	35,863	2.476	14.48
Louisiana	59,799	4.461	13.40
New Jersey	97,865	7.672	12.76
Florida	148,867	12.023	12.38
N. Dakota	8,194	0.672	12.19
Mississippi	32,005	2.625	12.19
Montana	8,866	0.809	10.96
Oklahoma	32,570	3.272	9.95
S. Carolina	33,516	3.425	9.79
Kentucky	30,801	3.727	8.26
Maine	8,613	1.187	7.26
Idaho	7,153	0.998	7.17
S. Dakota	4,840	0.709	6.83
Arkansas	15,487	2.388	6.49
W. Virginia	11,901	1.897	6.27
Guam, P. Rico, etc.	15,831	---	---
Total	**7,240,090**	**243.399**	**29.75**

(Based on FY 87. Federal R&D support in $1,000 units, population in millions.)



first campus FFRDC in 1990.

While a sixth-place ranking is respectable, on a per-capita or per-enrolled-student basis, Texas normally ranks in the bottom half. This indicates that there is much room for improvement in research productivity. In rating universities, there is a strong connection between graduate program quality and research productivity.

—— Health-Related Institutions

Health-related institutions in the Texas system of higher education include health science centers in Dallas, Houston, San Antonio, and Lubbock. Each of these centers supports a variety of teaching and research activities such as medical schools, graduate schools of biomedical sciences, dental schools, nursing schools, and allied health programs. Additional medical schools exist in College Station, Fort Worth, and Galveston, and each of these includes some related activities. Finally, the UT System Cancer Center and UT Health Center at Tyler have research and service missions, not teaching missions.

Of these facilities, six are affiliated with the University of Texas System and one each is affiliated with the Texas A&M University System, the Texas Tech University System, and the University of North Texas System. The facilities at Texas A&M University and Texas Tech University are strongly associated with the universities. At Texas A&M, the College of Medicine is a college within the university. At Texas Tech, the president of the health science center is also the president of the university. The remaining institutions are only loosely affiliated with a university.

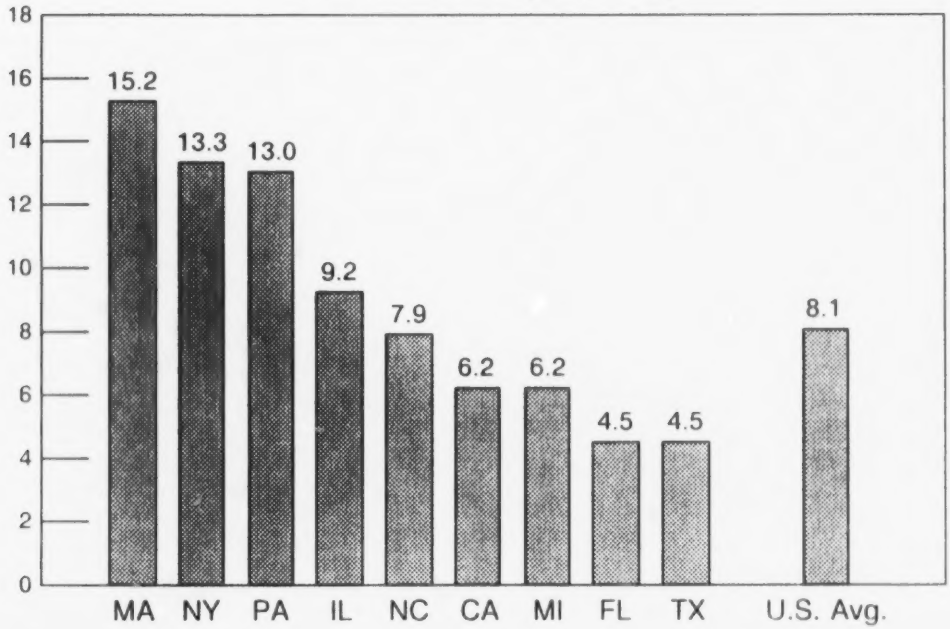
Finally, Baylor College of Medicine in Houston is an independent medical school and Baylor College of Dentistry in Dallas is an independent dental school. The state has no role in the management of these institutions, but they do receive substantial appropriations to support the training of medical and dental personnel for the state.

—— Independent Colleges and Universities

Although there are many excellent independent colleges and universities in Texas, collectively they constitute a relatively small part of the total higher education enrollment. This, however, is a relatively recent development. Until the mid-20th century, independent institutions educated about half of the college-enrolled population in Texas. However, with the growth of the community college movement and the increased demand for higher education services caused by the availability of GI benefits, independent colleges were unable to meet the increased demand. Today, independent institutions account for only 11 percent of total enrollments in Texas higher education, about half of the national average.

State support of independent institutions takes different forms. The Baylor College of Medicine and Baylor College of Dentistry receive an appropriation from the Legislature. Other independent institutions receive some of their tuition income from students who are assisted by state grants to those students. Such grants are made to reduce the enrollment pressures on public universities, to reduce state costs, to take advantage of private college resources, to increase student choices, and to assist in maintaining a strong independent sector of higher education in the state. The state does not exercise control over independent institutions. It does not, for example, regulate program offerings, construction projects, or other activities.

Number of Private Institutions
Per Million People (1987)



Some of the most significant issues identified in a report by Coopers & Lybrand to the Select Committee on Higher Education, 1986 include the following:

(1) The structure of governance of public higher education in Texas promotes conflict and inefficiency.

- The patchwork organization of systems, schools, campuses and other agencies in Texas higher education is not logical. A number of autonomous entities have evolved over time to address narrow local or sub-state goals.
- Multi-campus systems have been organized, grouping widely divergent programs and campuses under umbrella administrations whose roles and authorities themselves vary widely. Duplicative schools with similar missions are developed by competing systems.
- An absence of effective buffers fails to shield the institutions from political pressures. Mutual action to achieve common goals is severely inhibited in this environment, as each institution diligently strives for its own legislative agenda.
- As a summary result, the public higher education system in the state of Texas cannot readily adjust to changing conditions. It is moving in an uncertain direction -- a direction that is not necessarily in step with current needs and interests of the state, nor in step with recent trends in the Texas economy.

(2) The funding process encourages irrational system development and business decisions.

- The process politicizes institutional decision making. Institutional needs that can't be met by the funding formula require special line items, which in turn requires specific legislative action. Efforts to persuade the Legislature to approve such items deflects the schools away from their educational mission and toward a political one.
- The funding formulae also encourage only one model of academic accomplishment, with the result that multiple models of academic excellence are not being developed. Incentives for every school in the state to develop along UT-Austin and Texas A&M lines have led to duplication, inefficiency, and the discouragement of institutional innovation.

Problems with the Current System of Governance for Higher Education in Texas

The structure of governance among our universities is not a topic followed closely by anyone except the Coordinating Board and perhaps a few regents or political leaders from time to time. Even then, their attention is usually "around the edges" in the form of a proposed single change rather than examining as a whole the question of the structure of governance. That is, most changes have come about or have been proposed as piecemeal within the system, rather than changing it as a whole.

The current consideration of the governance structure of higher education is a continuation or revisitation of the study of that issue done by the Select Committee on Higher Education in 1986 and 1987. Of all the recommendations made by the Select Committee in 1987, those on governance were the only major items not adopted by the Legislature.

In fact, three times within the past 25 years a Texas governor or the Legislature has judged the problem to be of such importance that they have created blue-ribbon committees to review the structure of governance of higher education in Texas. In each case these committees looked at how higher education is organized in Texas and came to the conclusion that the current organization is not in the best interest of the people of Texas. In each case, recommendations for change were made, but no comprehensive reorganization has ever been enacted.

This is understandable. The system has evolved over a period of over 100 years, and it has acquired a degree of political permanency and historical sanctity. In addition, any change in the structure of governance has the potential to disrupt an academic and research infrastructure which brings a comforting stability to those working within the organization as it exists. Tradition and alumni loyalties pervade Texas society at the highest levels.

Looking at the facts and circumstances set out in the preceding pages and the previous studies of governance, we set out below the principal reasons why previous study groups have concluded that changes would be desirable.

1. The resource allocation process associated with the current structure of governance makes statewide planning difficult or impossible.
Example: Twelve separate Boards of Regents go before the Legislature to make the case for their proposed budgets. No mechanism exists for determining the extent to which these budgets reflect state priorities. As a consequence, state-level planning is extremely difficult, and for the most part, statewide planning activities can only be implemented by negative actions on proposals that originate on campuses.

2. Institutions in the system of public universities exhibit less diversity than is desired. Most institutions have a single "model of excellence" based on The University of Texas at Austin or Texas A&M University.
Example: With a very few exceptions, every university in the state strives to grow larger, offer graduate degrees, conduct research, and offer a comprehensive array of degree programs and professional schools. Although a few institutions have adopted missions which target special populations (e.g., TWU or TSU), virtually none have striven for excellence in a narrowly-focused area or in undergraduate teaching.

3. The current system of governance relies too much on regulation and provides too few incentives for either quality or efficiency.
Example: The Legislature, the Coordinating Board, and Systems offices all lack any positive mechanisms for rewarding quality or efficiency. Funding is primarily enrollment driven and new programs are often promoted for purposes other than quality.

4. The current structure of governance does not provide the higher education system with sufficient flexibility to reallocate resources or to respond to changes in demographics, economic conditions, state needs, or desires to concentrate quality or limit unwarranted ambitions or aspirations.
Example: As a practical matter, only the Legislature can shift resources and programs from one campus to another.

5. Individual institutions are not buffered from the legislative process.
Example: Basic support is provided by means of a set of enrollment-driven formulas which reflect average costs. Any support over and above this basic support must be obtained directly from the Legislature via "special items." Competing on the floor of the Legislature with other universities and with a wide array of other special interests is a major diversion from institutions' academic focus.

6. There is an unevenness of strength and ability of institutions to compete in the legislative process for resources, approvals, and authorizations.
Example: When small, non-aligned institutions are forced to compete with institutions in large systems for programs or facilities, they are inevitably disadvantaged in the legislative process. Legislative "clout" comes ahead of potential benefit to the state's higher education system, ability to effectively operate the program or facility, or intrinsic merit of the proposal.

7. Institutions within various regions of the state do not work together effectively on academic, research, or public service programs.
Example: In an environment where all institutions have similar missions and all are forced to compete with each other in the Legislature for resources, there is little incentive for institutions to cooperate on programs which benefit the state more than the individual institutions. Moreover, schools within the same region but under different governing boards are often the most intense competitors for resources and programs.

8. The continued growth of the Texas A&M University and The University of Texas Systems will compromise the quality of the "flagship" institutions.
Example: As these systems get larger, component institutions can absorb an ever larger portion of the physical resources available to the system and the human resources available to manage the system. These demands inevitably result in compromises and the diversion of resources which affect the quality of the flagship institutions.

9. The University of Texas and Texas A&M University systems are very large and diverse. This size and diversity can cause potential problems with oversight by regents.
Example: The University of Texas System comprises 14 widely-varying institutions, more than 140,000 students, and an annual budget of well over $1 billion. In that environment, smaller institutions may receive little oversight from the system's governing board and, in effect, become governed by administrators within the system.

10. The present concentration of large numbers of institutions in two systems causes problems with how the quality and/or missions of institutions outside those two systems are perceived.
Example: Institutions currently outside these two large systems are unjustifiably looked upon by those unfamiliar with them as somehow "second class" institutions.

It is the conclusion of the committee that these problems justify a serious attempt to restructure higher education in Texas.

Where We Need To Be

Standards Related to Statewide Governance Questions

In considering possible changes to the structure of governance, the committee also considered the process by which decisions are made relative to this topic. Governance issues for institutions of higher education are some of the most important facing state government. They affect the cost of providing higher education services. More importantly, they affect the quality of education provided by our institutions of higher education, and this has implications for the state that are impossible to measure.

Clearly, the Texas Legislature alone has authority to change the structure of governance for institutions of higher education. At the same time, the Coordinating Board's charter gives it the responsibility for assuring efficient and effective use of resources; elimination of costly duplication in program offerings, facilities, and physical plants; and achieving excellence through the unified development of the Texas system of higher education. Because the structure of governance directly affects all of these factors, the Coordinating Board has a responsibility to advise the Legislature on questions related to governance.

The committee recommends five standards which, if adopted by the Coordinating Board and the Legislature, would improve governance in Texas higher education. These standards are:

1. **Limit growth of The University of Texas System and the Texas A&M University System.** The University of Texas and Texas A&M University Systems have now reached a size that creates an imbalance of strength between those systems and the institutions outside of those systems. Growth in these systems jeopardizes the quality of the state's two "flagship" institutions. In addition, governing boards cannot provide appropriate oversight for systems containing large numbers of diverse institutions. For these reasons, no more institutions should be added to either The University of Texas System or the Texas A&M University System.

2. **Coordinating Board review of changes affecting structure of governance of institutions of higher education.** There should be no creation of new or modification of existing university systems, no merger or combination of any college or university, and no creation of any new four-year institution or health science center without prior study and recommendation by the Texas Higher Education Coordinating Board. To this end, the Legislature should by law require an educational impact statement from the Coordinating Board on these types of proposed changes or others modifying the statewide system of higher education before the Legislature acts on such proposals.

3. **Periodic review.** Every 10 years the Texas Higher Education Coordinating Board should conduct a comprehensive review of the higher education needs of the state and the structure of governance. This review should examine the continued viability of existing institutions, the appropriateness of role and mission statements, and the demand for and capacity of institutions of various types. Based on this review, the Board should recommend to the Legislature the creation of new institutions or closing of existing institutions, major modifications of the role and scope of existing institutions, and changes in the structure of governance.

4. **Regional cooperation.** Although public institutions are intended to serve statewide needs, all institutions within specific regions, including community colleges, technical institutes, universities, and health institutions, should establish formal mechanisms to ensure that regional needs are met. These mechanisms might include regional advisory boards, regional councils of institution presidents, and other groups that facilitate cooperation and communication.

5. **Appointment of regents.** Steps should be undertaken to assure that those selected as regents for our public universities represent the interests of the entire state and are fully qualified to undertake their responsibilities. No more than two regents should be selected from any single senatorial district. Institutions should be encouraged, however, to develop local development boards.

A Structure of Governance for the 21st Century

Overview

In the course of its deliberations, the committee on several occasions struggled with the question of political feasibility. Some members believed that the committee's recommendation should be based purely on what is best for Texas, independent of any political considerations. They reasoned that the recommendation should be based on sound organizational, education, and management principles; such a recommendation may constitute a major departure from the current structure of governance, but in the final analysis it provides the most benefits and will be more likely to be accepted.

Others argued that a recommendation not firmly based in political realities has little chance of adoption. They argue that state decision-makers are unlikely to embrace a major departure from our current structure of governance; history has demonstrated that changes to the structure of governance do occur, but transitions are likely to be evolutionary. Although benefits may be fewer, it is more important to make positive changes than to make recommendations with little chance of adoption.

In considering alternative structures of governance, the committee rapidly came to the conclusion that no single structure of governance is clearly "best." Further, no single structure of governance will solve every problem identified earlier, even if political realities are ignored.

The committee found six objectives to be of overriding importance:

1. The primary goal of any modification to the structure of governance should be to increase the overall quality and effectiveness of higher education in Texas. It may be the case that improvements in efficiency can be achieved, but the principal goal should be quality improvements at all levels.

2. The structure of governance should be responsive to demographic and population shifts taking place in the state. By the year 2000 over 40 percent of the state's population will be members of minority groups. South Texas and urban areas are experiencing rapid population growth, and a new structure of governance should strengthen institutions that serve these groups.

3. Changes to the structure of governance should not decrease access to higher education, although access to particular institutions may be changed. Reorganization should be fully consistent with the "Texas Plan" for increasing Black and Hispanic graduates.

4. Any modification to the structure of governance should build on the strongest parts of the current system of higher education.

5. Every institution should be a part of a system of institutions. The resulting systems should be of approximately equal political strength.

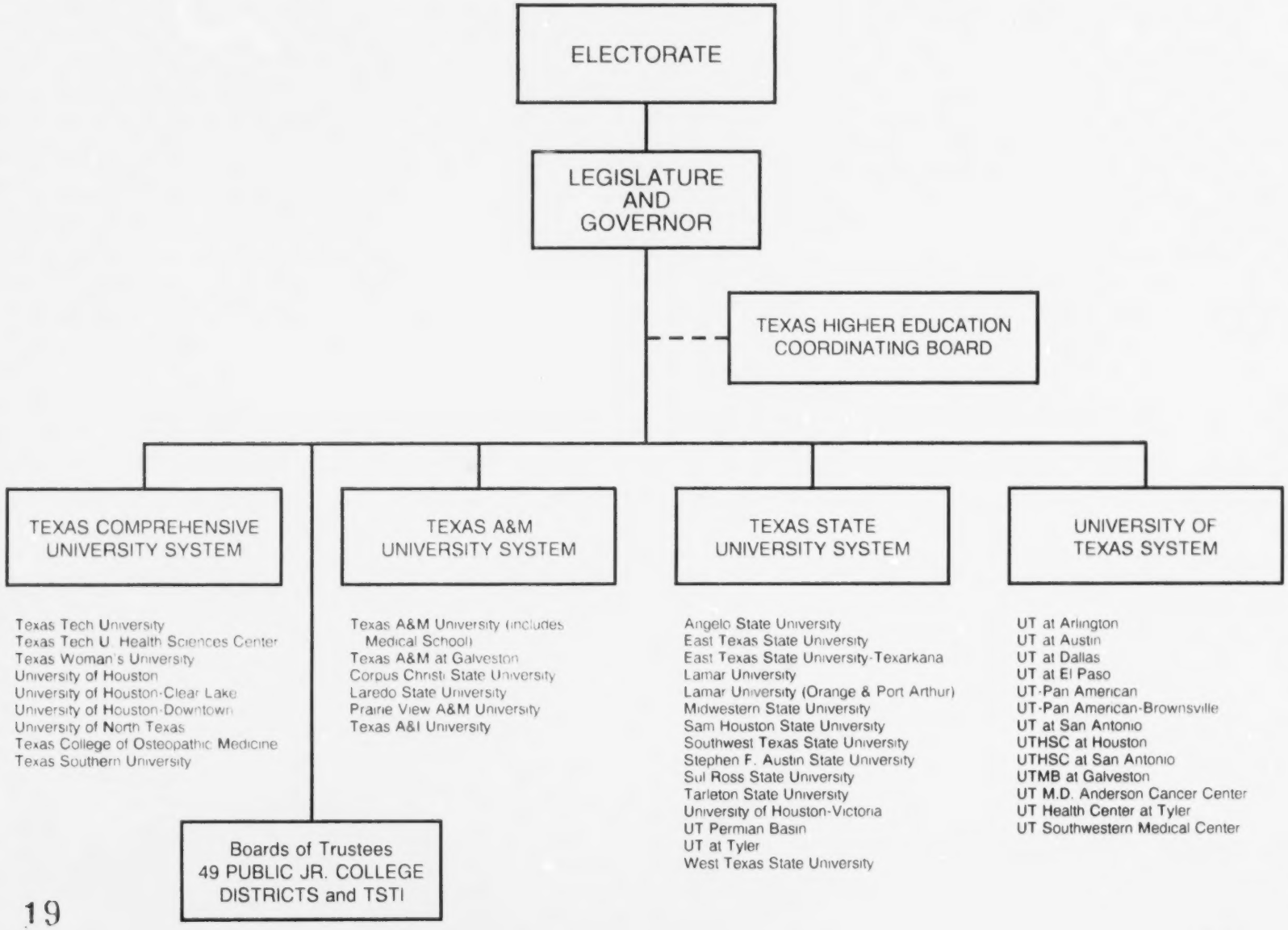
6. Diversity among institutions should be encouraged. Increased emphasis should be given to encouraging institutions to emphasize undergraduate teaching.

After studying in detail more than a dozen possible groupings of institutions (see Appendix C), the committee recommends that all public senior institutions and health institutions be grouped into four "systems." The rationale for these groupings is discussed below.

In grouping institutions, the mission and scope of each institution were carefully considered. Although all are different, three groups of institutions were identified: predominantly Anglo institutions that have undergraduate teaching as their primary mission; predominantly minority institutions that will require additional support and institutions located in urban areas that will undergo rapid change in the next decade; and comprehensive graduate and research institutions.

This philosophy was adopted by the committee: Predominantly Anglo institutions that have undergraduate teaching as their primary mission should be grouped in one large system. This will enable them to concentrate on their primary teaching mission, which the committee believes is of utmost importance to the state. Placing them together in a single large system will give them the political strength to compete effectively for resources in the Legislature.

Three additional systems should be created, each containing one or more comprehensive graduate and research institutions and some other institutions. In some cases these other institutions are urban institutions. Because virtually all of the growth in Texas is in urban areas, most of the growth in Texas higher education will be in these urban institutions, and cooperation with a comprehensive research institution will assist in their development. In some cases the other institutions are predominantly minority institutions. Linking these institutions with comprehensive research institutions will assist in their development. In addition, these predominantly minority institutions can serve as "feeders" for minority graduate students at the comprehensive research institutions.



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A Proposed Restructuring of Texas Higher Education

The proposed restructuring of Texas Higher Education is shown on the chart on the following page. It is proposed that four systems be created:

The Texas Comprehensive University System would contain Texas Tech University, the Texas Tech University Health Sciences Center, Texas Southern University, the University of North Texas, the Texas College of Osteopathic Medicine, Texas Woman's University, the University of Houston, the University of Houston-Clear Lake, and the University of Houston-Downtown. This is a multi-purpose system with responsibility for graduate and research programs in West Texas, North Texas, and the Houston area. Its locations in Houston and North Texas will make it especially important to projected population increases in those areas, and the system will have a special responsibility for supporting minority institutions in the Houston area.

The Texas A&M University System would contain Texas A&M University as a flagship institution with a branch in Galveston, Texas A&M Services, Prairie View A&M University, Texas A&I University, Laredo State University, and Corpus Christi State University. Texas A&M University should be evaluated primarily on the basis of the excellence of its graduate and research programs. The remaining institutions should be evaluated on the basis of the excellence of undergraduate instruction provided on their campuses, but it is recognized that the role and scope of some of these institutions can be expected to change over the next decade.

The Texas State University System would contain 16 institutions that have undergraduate instruction as their primary mission. While the faculty at these institutions should normally do some research to maintain their competency, research should not be a major activity on these campuses. Doctoral degrees currently offered by institutions proposed to be a part of this system should be continued if they are needed by the state and can be shown to be of high quality, but no new doctorates should be approved for these institutions.

The University of Texas System would contain most of the institutions currently in The University of Texas System. The University of Texas at Austin and the health institutions would be evaluated on the basis of the excellence of their graduate, professional, and research programs. The remaining institutions would be evaluated primarily on the basis of the excellence of their undergraduate instructional programs, although it is recognized that the role and scope of some of these institutions is subject to change during the next decade.

In addition to the groupings of institutions into systems, some changes should be made in the relationships that exist among the various entities involved in governance. Five specific changes are recommended:

1. A common set of responsibilities and authority should be established for all four systems in the revised structure of governance. The current system administrations of The University of Texas System, the Texas A&M University System, and the Texas State University System have different responsibilities and authority. These differing roles can be traced back, in some cases, to the Texas Constitution.

2. The primary governing bodies for institutions should be boards of regents associated with each system. Regents should bring a statewide perspective to each system. The number of regents on each board should be expanded to 15 to enable boards to establish a committee structure to address their added responsibilities. Individual campuses could have development boards, but they should be advisory in nature.

3. System administrations should be responsible for developing consolidated budgets for each system and presenting them to the Legislature. The Legislature may wish to continue to make appropriations directly to institutions.

4. The Texas Higher Education Coordinating Board should continue to be the primary planning agency for higher education in Texas. It should act on role and mission statements for individual institutions submitted by the systems. It should develop the master plan for Texas higher education, recommend formulas under which appropriations are made, set enrollment caps at individual institutions, and analyze and comment on budget requests made by systems.

5. The Texas Higher Education Coordinating Board should evaluate the state of higher education in Texas on a continuing basis and should report its findings to the systems and to the Legislature.

Analysis

This section contains a discussion of the foregoing plan and an attempt to quantitatively describe the four proposed systems.

The proposed structure of governance is believed to offer some significant advantages over the state's current structure of governance.

- Grouping institutions that have undergraduate teaching as their primary mission will allow them to establish a "model of excellence" based on quality teaching rather than research. A renewed emphasis on undergraduate education is an important priority for the state.
- Linking comprehensive, research institutions with those institutions that are expected to change the most in the next decade promotes flexibility in allocating resources and programs in response to changes in demographics, economic conditions, and state needs.

- Reducing the number of systems to four will allow the Legislature to focus more on long-range, strategic issues rather than operational issues facing individual institutions.
- Grouping institutions into four systems will facilitate the elimination and consolidation of duplicate programs, thereby improving both the quality and efficiency of the institutions.
- A relatively small number of systems with statewide missions will facilitate statewide planning and accountability.
- Reducing the number of systems to four will facilitate the development and implementation of computer-based management and accounting systems.
- The balance of political power among systems will be greatly improved.
- Designation of additional research institutions will broaden the research base of the higher education system.

Several important features of the current structure of governance will be unchanged. These include the following:

- The "flagship" status of The University of Texas at Austin and Texas A&M University will be maintained.
- The present University of Texas System and Texas A&M University System will be largely preserved. These systems have considerable infrastructure that should not be reinvented. Both systems have considerable name recognition, which is an important asset that should be preserved.
- The proposed system organization will be fully consistent with the "Texas Plan" for increasing Black and Hispanic graduates.

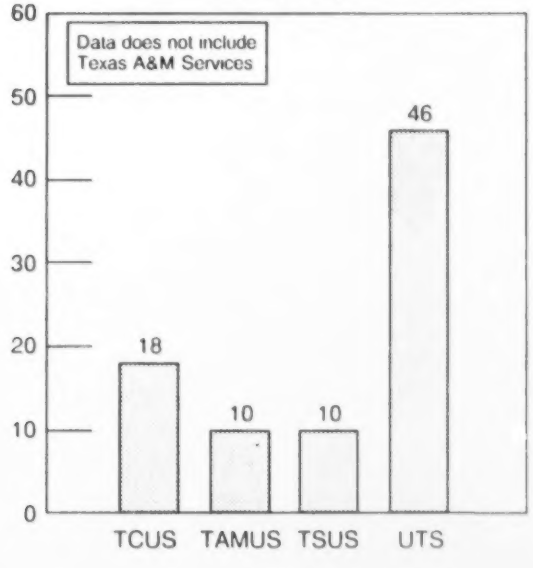
As discussed earlier, because of varying objectives every plan has some limitations. Limitations of this plan include the following:

- The plan does not always group institutions in a given region together. The lack of a strong regional orientation may inhibit regional cooperation in academic, research, and service programs.
- A number of institutions that currently have their own governing boards would become parts of systems of institutions. The attention provided by a governing board aligned with a single institution has some advantages.
- Three of the proposed systems contain institutions with widely varying roles, scopes, and missions. Grouping dissimilar institutions together into systems makes these systems more difficult to govern.
- Failure to group graduate and research institutions into a single system makes synergism among these programs less likely and encourages duplication of programs.

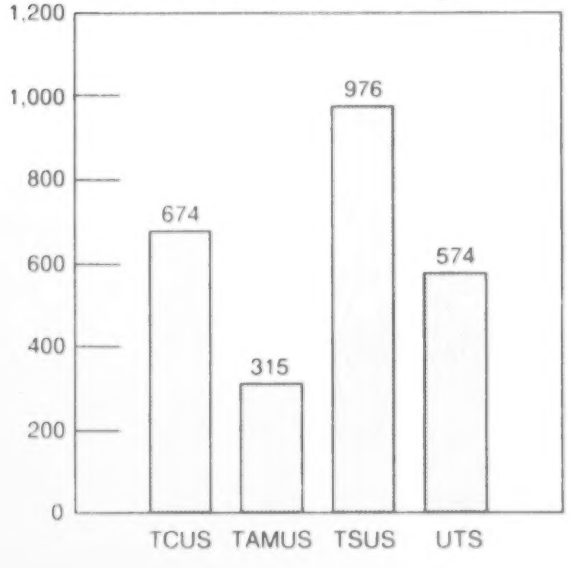
The charts, graphs, and maps on the following pages provide a pictorial description of the proposed systems.

Faculty and Staff

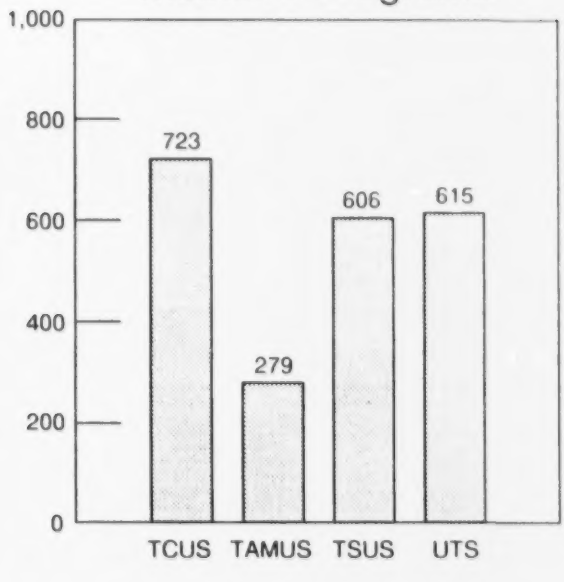
(in 1,000s)



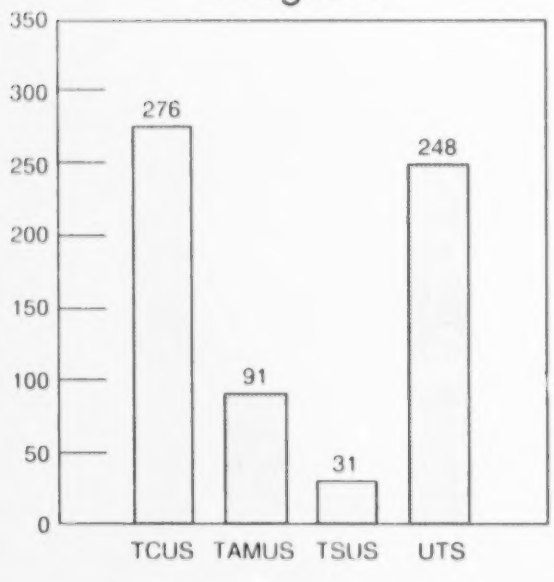
Baccalaureate Programs



Master's Programs

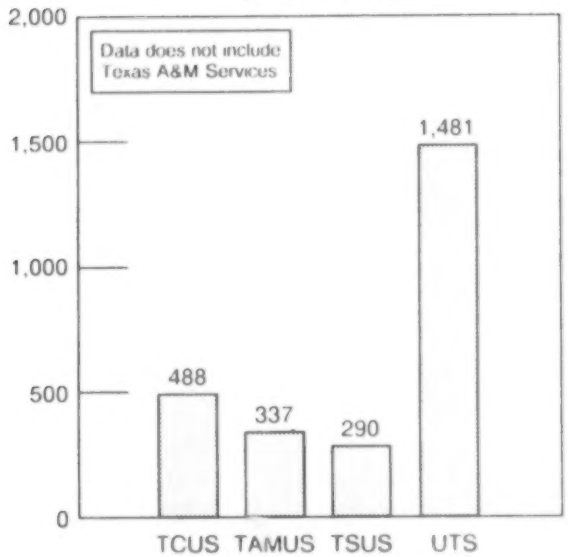


Doctoral and Professional Programs



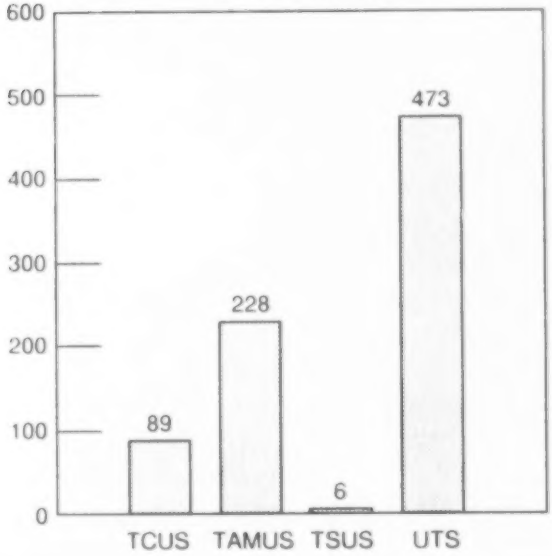
Operating Budget

(in 1,000,000s)



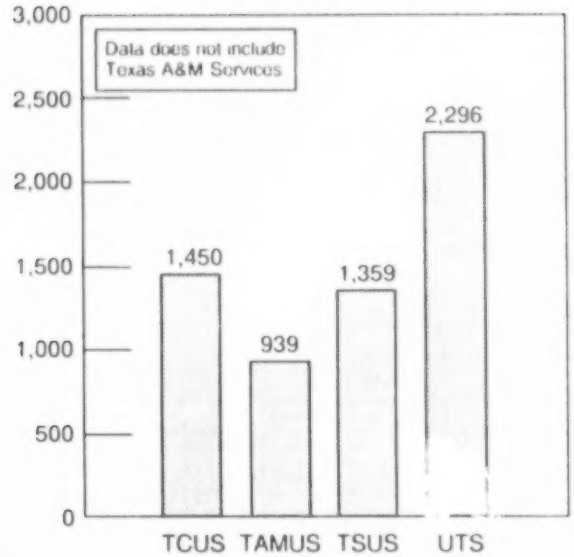
Research Expenditures

(in 1,000,000s)



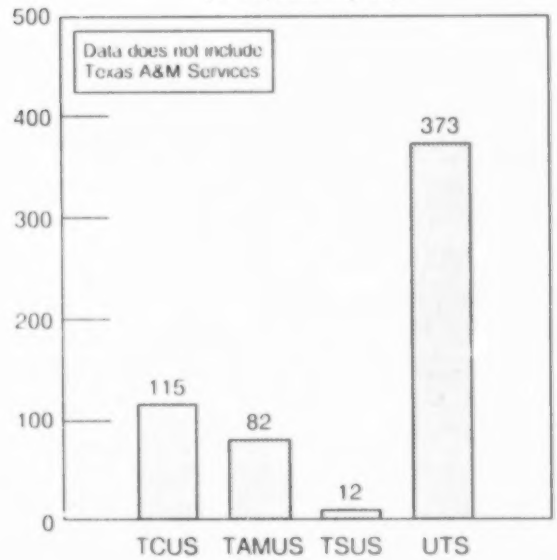
Total Space

(in 10,000s sq. ft.)



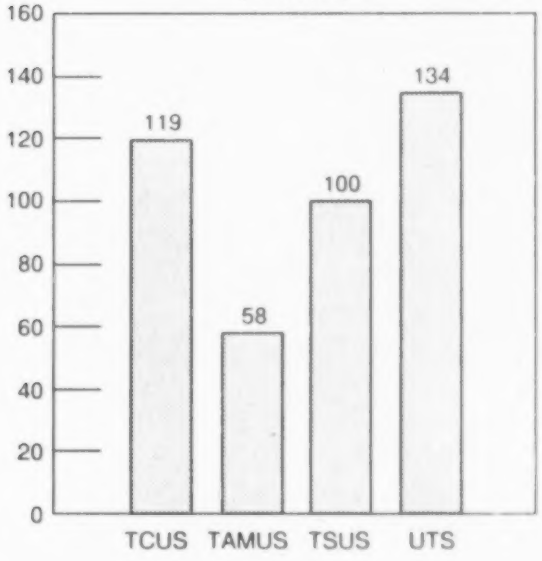
Research Space

(in 10,000s sq. ft.)



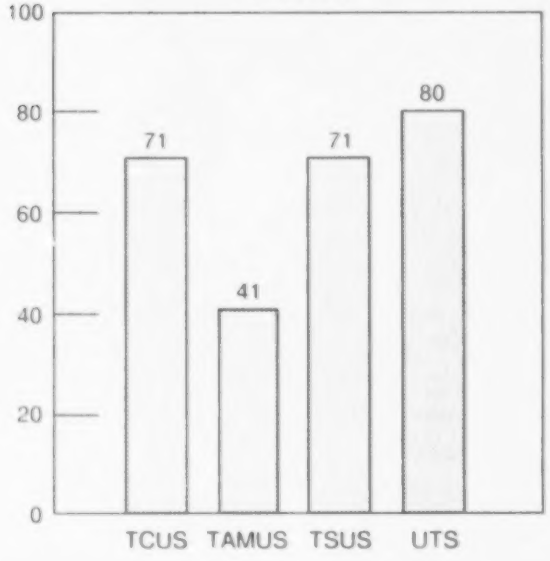
Student Headcount

(in 1,000s)



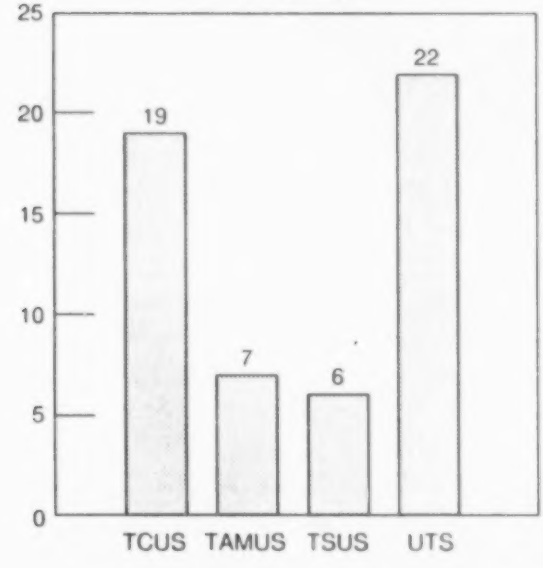
Full-Time Equivalent Undergraduates

(in 1,000s)



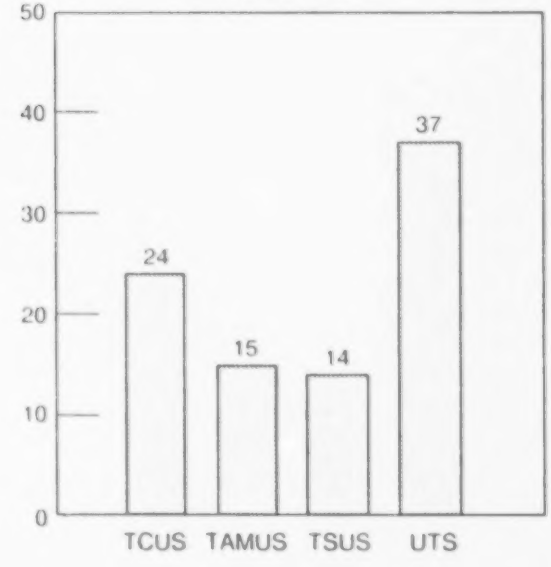
Full-Time Equivalent Grad/Prof Students

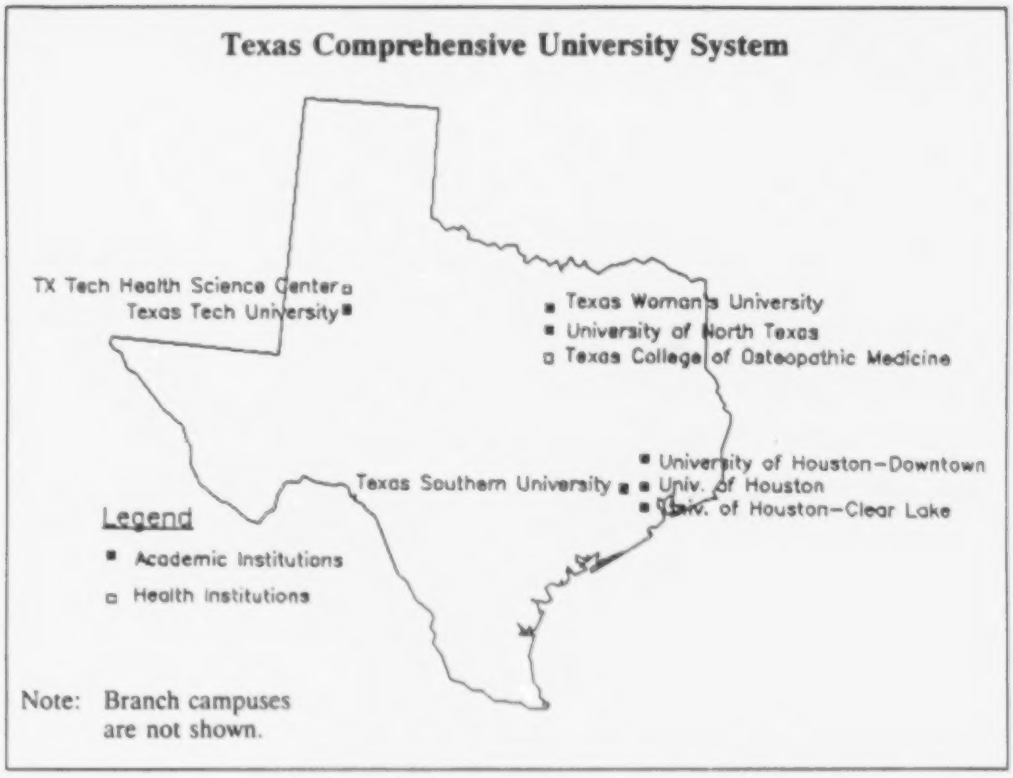
(in 1,000s)



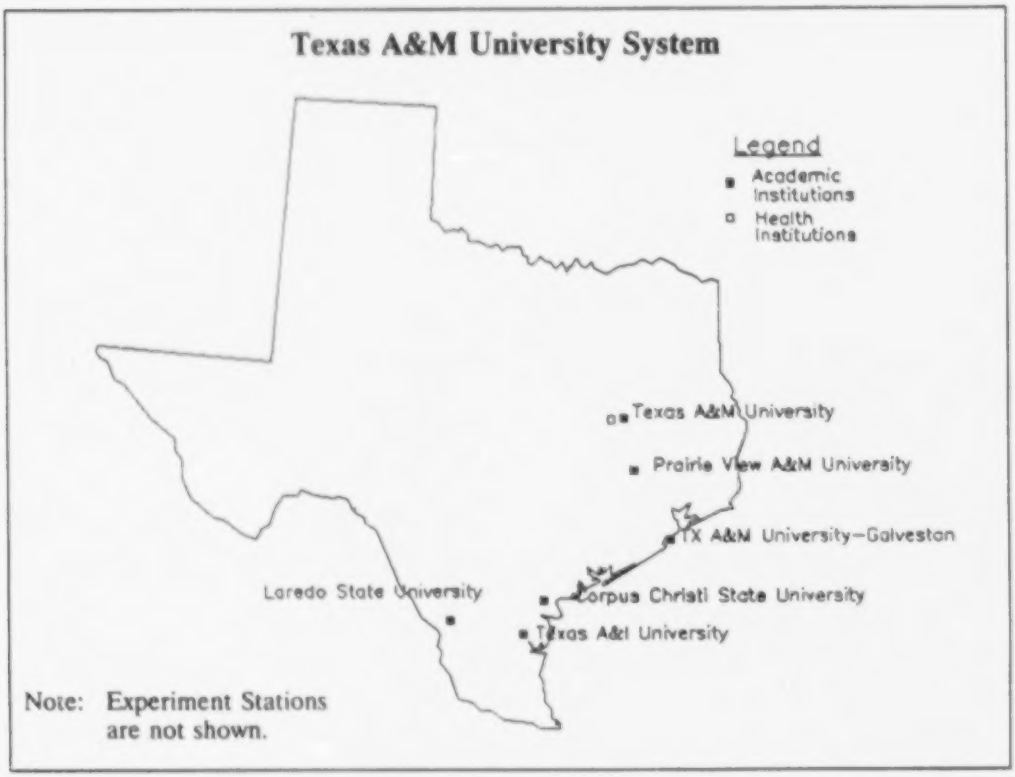
Minority Student Headcount

(in 1,000s)

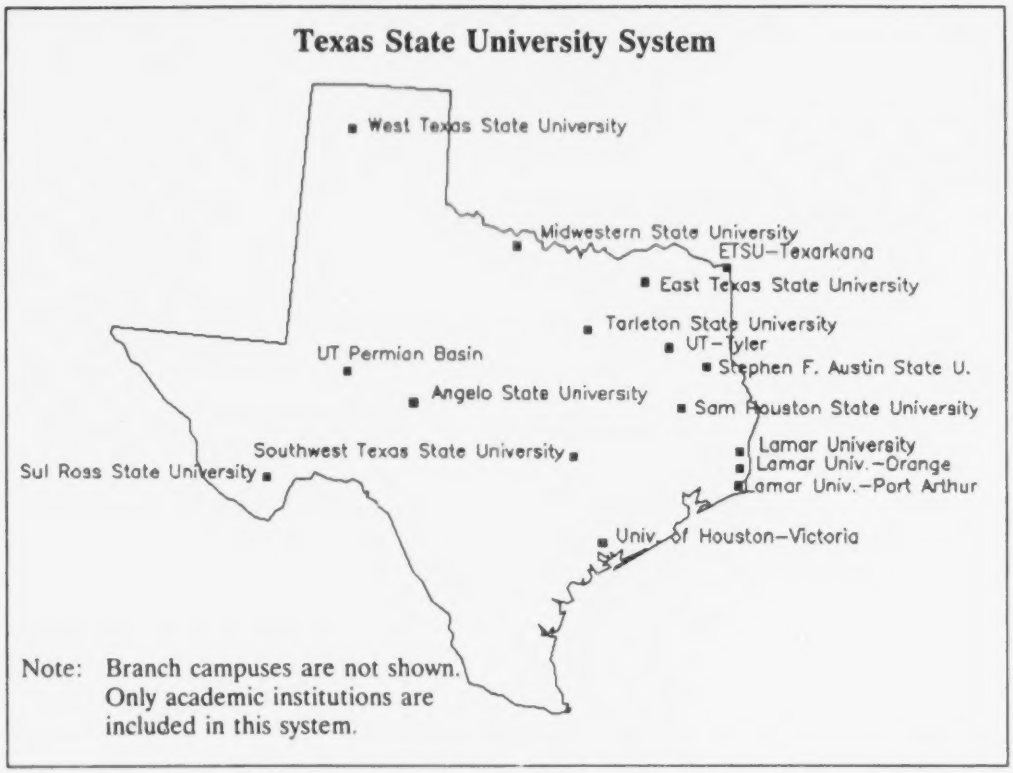



Texas Comprehensive University System
TX Tech Health Science Center
Texas Tech University
Texas Woman's University
University of North Texas
Texas College of Osteopathic Medicine
University of Houston–Downtown
Texas Southern University
Univ. of Houston
Univ. of Houston–Clear Lake
Legend
Academic Institutions
Health Institutions
Note: Branch campuses are not shown.

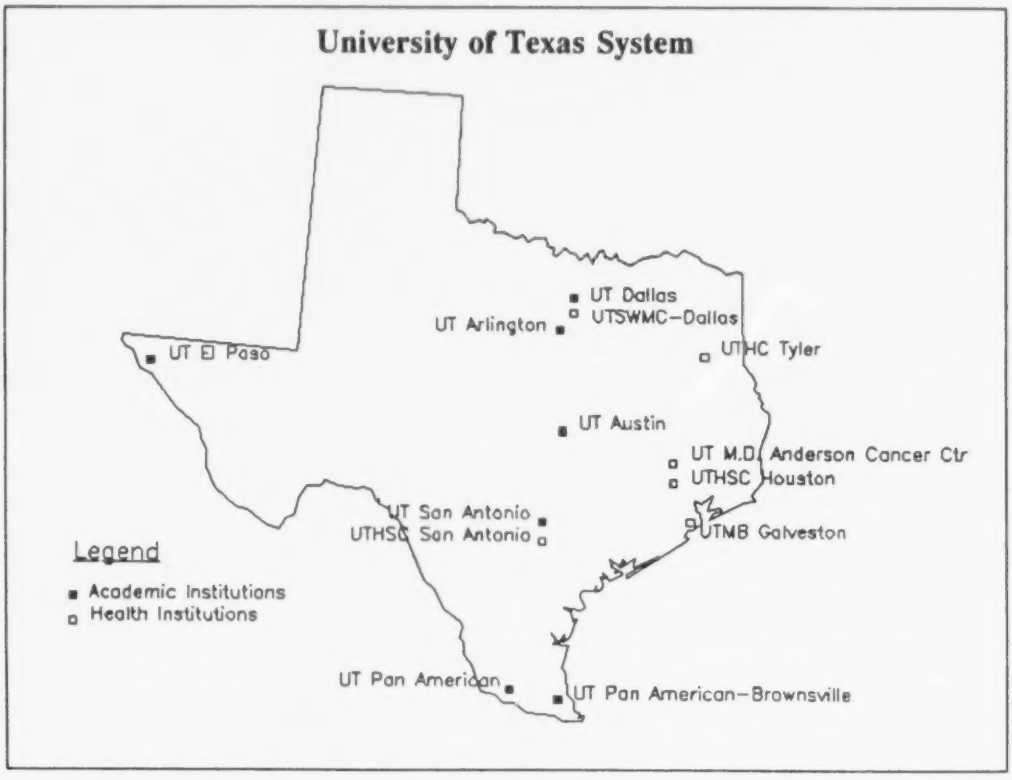
Map 1


Texas A&M University System
Legend
Academic Institutions
Health Institutions
Texas A&M University
Prairie View A&M University
TX A&M University–Galveston
Laredo State University
Corpus Christi State University
Texas A&I University
Note: Experiment Stations are not shown.

Map 2


Texas State University System
West Texas State University
Midwestern State University
ETSU–Texarkana
East Texas State University
Tarleton State University
UT–Tyler
UT Permian Basin
Stephen F. Austin State U.
Angelo State University
Sam Houston State University
Southwest Texas State University
Lamar University
Lamar Univ.–Orange
Sul Ross State University
Lamar Univ.–Port Arthur
Univ. of Houston–Victoria
Note: Branch campuses are not shown.
Only academic institutions are
included in this system.

Map 3


University of Texas System
UT Dallas
UTSWMC–Dallas
UT Arlington
UT El Paso
UTHC Tyler
UT Austin
UT M.D. Anderson Cancer Ctr
UTHSC Houston
UT San Antonio
UTHSC San Antonio
UTMB Galveston
Legend
Academic Institutions
Health Institutions
UT Pan American
UT Pan American–Brownsville

Map 4

Why Not the "California System?"

In considering alternate governance structures, the structure of governance established in California is widely thought to be a model for the nation. Although it has not been replicated in other states, it is clearly effective in California, and some justification for rejecting it must be offered whenever a change in the structure of governance is considered.

California makes use of a tiered or hierarchical governance structure with all universities in two systems. The University of California system contains a number of graduate and research institutions. The California State University System contains institutions that have undergraduate teaching as their primary mission. They offer some master's degrees but no doctorates.

Plans adapted from this model were considered on multiple occasions by the committee, but they never received a significant amount of support. The reasons for this are varied and complex.

Merging the University of Texas at Austin, Texas A&M University, and other comprehensive research universities would be a formidable political task. Changing the governance structure for either institution or for the Permanent University Fund would require a constitutional change. All of the major research institutions have strong constituencies that would wish to see their institutions retain their essential character. These constituencies include not only students and alumni, but also members of the business and industrial communities.

Members of the committee believe that there are also valid academic reasons not to adopt a "California model." Manpower issues are extremely important in Texas. Predominantly minority institutions will be increasingly important in meeting these needs, and it is believed that strong linkages with comprehensive graduate and research institutions are important for both groups of institutions. These linkages will not happen if graduate research institutions are grouped together in a single system.

The University of Texas at Austin and Texas A&M University have different campus cultures and different strengths. Placing these and other major graduate and research institutions in the same system will lessen the diversity exhibited by the state's university system, and this is not desirable.

Grouping all the graduate research institutions in a single system would create a vast difference between the political strength of that system and any other system. This is not consistent with the Board's desire to place greater emphasis on undergraduate education.

Finally, the University of Texas System and the Texas A&M University System, as well as other systems, have considerable prestige and national and international name recognition. This is an asset that might take years to reestablish in academic circles and one that should not be discarded lightly.

In summary, although a tiered or hierarchical model has many desirable characteristics, it is the considered opinion of the committee that it is not right for Texas at this time.

Conclusion

The citizens of Texas take considerable pride in their system of public higher education. It is a system that includes strong undergraduate institutions as well as some of the best graduate and research institutions in the world. It is a system that includes a college campus in virtually every corner of this large state. It provides academic programs in literally hundreds of different areas. Its research and service missions are of critical importance to the state.

Although the system of public higher education is good, it could be better -- much better. Texas needs a much more effective and efficient system of public higher education if it is to be an economic competitor in the next century.

There are many problems with the current system of higher education. It developed in an era in which providing physical access was the primary issue. Quality must be the dominant issue in the future. It developed in an era in which financial resources were readily available, at least in comparison to other states. Efficiency and accountability will be major issues in the future. It developed in an era in which higher education was expected to produce educated persons, but little else. Higher education's ability to produce leaders in a variety of disciplines -- evolving technologies as well as humanities and social sciences -- are critical to the future of Texas.

Texas public higher education is not as efficient or effective as it could be because the structure of governance is outmoded. This fact has been recognized on numerous occasions, most recently in a management study done by Coopers & Lybrand for the Select Committee on Higher Education in 1986.

The recommendations contained in this report represent a consensus opinion of a group of individuals who have thought long and deeply about the future needs of Texas. The committee represents all geographic areas of the state; some members have served as regents, members of the Coordinating Board, and legislators; members bring a broad range of professional backgrounds to the problem.

In the course of our deliberations, it rapidly became clear that no structure of governance is clearly "best," given the multitude of objectives that higher education must pursue. The committee considered over a dozen possible structures of governance. We sought the guidance of members of the higher education community, outside experts, and members of the general public. In making our recommendations, members of the committee tried to determine what is the best for Texas as a state and avoided taking narrow, local perspectives.

Out of these deliberations came two things: a set of standards for making changes in the structure of governance and a new organization for Texas institutions of higher education. The committee is unanimous in its support of the five standards for making governance decisions. We are near-unanimous in our belief that the current structure of governance is not in the best interests of Texas and should be replaced.

The specific structure of governance recommended to replace the current structure of governance has strong, although not unanimous, support in the committee.

It is clear that however well-justified on the basis of effectiveness and efficiency, making any significant change to the structure of governance will require exceptional leadership within our academic community and within state government.

On numerous occasions in the history of Texas, persons of vision have stepped forward to do what needed to be done to make Texas great. The committee recommends the restructuring of higher education as a worthy task for those who would step forward to meet the needs of Texas now.

Appendix A

Biographical Sketches -- Members of the Committee

Temple, Larry E. (Austin) . . .Chairman

Attorney in private practice. b. Dec. 26, 1935. BBA, LLB, the University of Texas at Austin. Member, Travis County, Texas and American bar associations; and Texas Bar Foundation. Chairman, Select Committee on Higher Education, 1985-87; chairman, Texas Higher Education Coordinating Board, 1983-87; member, Coordinating Board, 1983-89. Recipient of University of Texas at Austin Law School Faculty Award, 1987; recipient of Santa Rita Award, University of Texas' highest honor, 1988. Member, LBJ Foundation. Former special counsel to President Lyndon Baines Johnson. Former administrative and executive assistant to Gov. John Connally. Former member, UT-Austin Development Board and the University of Texas Centennial Commission. Former chairman, State Junior Bar of Texas; and former president, Austin Junior Bar Association.

Cahoon, Frank (Midland) . . .Vice Chairman

Independent oil operator. b. June 20, 1934. BS in geology, University of Texas. Member, Texas Higher Education Coordinating Board, West Texas Geological Society, Society of Independent Professional Earth Scientists, and University of Texas Permian Basin Development Board. Board of directors, Permian Basin Petroleum Association, Midland Memorial Hospital District, Chihuahuan Desert Research Institute, Texas Independent Producers and Royalty Owners, and Independent Producers Association of America. Served in the Texas House of Representatives, 1964-68, and on the Midland City Council, 1972-76. Advisory director, Midland Chamber of Commerce, 1985-86; and co-chairman of UT-Permian Basin Task Force, 1986.

Barrera, Horacio (Brownsville)

Attorney, Martinez and Barrera law firm. BBA and JD, University of Texas at Austin. Board of directors, Brownsville National Bank and the University of Texas Law School Alumni Association. Member of the Pan American University Board of Regents, 1986-89; and director of the Cameron County Bar Association, 1985-87. Member, Texas Trial Lawyers Association.

Butrum, Herbert (Houston)

Vice President for Administration, Mosbacher Management Company. b. June 8, 1949. BS, Abilene Christian University. Member, Texas Higher Education Coordinating Board; Abilene Christian University's National Development Council. Associate director, M.D. Anderson Cancer Center; board member, Texas Business Hall of Fame Foundation; and deacon, West Houston Church of Christ.

Clymer, Ray (Wichita Falls)

President, Golden Distributing Company. b. May 18, 1925. Attended Southern Methodist University. Member, Wichita Falls Board of Commerce and Industry, and the Texas Economic Development Commission. Received first Ray Clymer Service Award from the Wichita Falls Board of Commerce and the Times Publishing Company, 1987. Member, Texas Higher Education Coordinating Board, 1983-89. Veteran, U.S. Navy.

Coleman, John B., M.D. (Houston)

Physician. BS, Fisk University; MD, Howard University School of Medicine. Member, Professional United Leadership League, Vocational Office Education H.I.S.D. for High Schools; Texas, American and National Medical Associations; and Harris Medical Society. Former member, board of regents, Huston-Tillotson College, Texas A&M University System and Texas Southern University. Former general chairman, Texas Association of Developing Colleges United Negro College Fund, Houston Branch. Member, board of directors, Texas Southern University Athletic Foundation; and chairman of the board, United Negro College Fund. Recipient of Judicial Council National Bar Association Award for Excellent Civic, Business and Professional Contributions to the Black Community, 1986.

Formby, Clint (Hereford)

President, four radio stations; managing partner, Hereford Cablevision Company. b. Dec. 6, 1923. BA, Texas Tech University. Member, executive committee and board of directors, Associated Press Broadcasters and Broadcast Music Inc. Former member and chairman, board of regents, Texas Tech University; former chairman, Radio Board of Directors of National Association of Broadcasters; and former president, Texas Association of Broadcasters. Named Texas Communicator of the Year by the Baptist General Convention of Texas; Distinguished Alumnus of Texas Tech University; Panhandle Citizen of the Year by the Amarillo Chamber of Commerce; Hereford Citizen of the Year; and Texas Broadcaster of the Year by the Texas Association of Broadcasters, 1980.

Kastrin, Deborah (El Paso)

(biographical information not available)

Lindsley, Chandler (Dallas)

Homemaker, rancher. Studied at Vassar College, University of Colorado, Southern Methodist University, and Texas Christian University Ranch Management School. Member, Governor's Education Action Group. Chairman, Coordinating Board's Nursing Study Committee, 1990. Member, Texas Higher Education Coordinating Board, 1981-87. Served on Governor's Committee on Education.

Madden, Wales, Jr. (Amarillo)

Attorney. b. Sept. 1, 1927. BA and LLB, University of Texas at Austin. Member, board of trustees, Trinity University and the University of Texas Law School Foundation; development board, University of Texas; and board of visitors, M.D. Anderson Hospital and Tumor Institute, 1987-90. Board of directors, First National Bank of Amarillo. Member, Mesa Limited Partnership Advisory Committee; and president, The Don and Sybil Harrington Foundation. President, Ex-Students' Association, University of Texas, 1975-76; and chairman, University of Texas Centennial Commission, 1980-84. Member, Texas Higher Education Coordinating Board, 1969-73; Select Committee on Higher Education, 1985-87; Governor's Committee on Public School Education, 1966-69; and Legislative Committee on Faculty Compensation in State Universities and Colleges, 1965-69. Board of regents, University of Texas, 1959-65; and Amarillo College, 1958-89. Named Outstanding Alumnus, University of Texas Law School, 1986.

Provence, Harry (Waco)

Retired Editor-in-Chief, Waco Tribune-Herald, 1979. BA, Baylor University. Member, board of directors, Community State Bank, Waco. Member, Philosophical Society of Texas, and St. Paul's Episcopal Church. Member, Texas Higher Education Coordinating Board, 1965-1979; served as chairman, 1973-79. Former member, board of trustees, Paul Quinn College; past member, Texas A&M Century Council; and past president, Waco Chamber of Commerce.

Rove, Karl (Austin)

President, Karl Rove and Company. b. Dec. 25, 1950. Attended University of Utah, University of Texas and George Mason University. Member, regional selection panel for White House Fellows Program. Member, board of regents, Texas Woman's University, 1981-83; treasurer, Texas Womens' Employment and Education project, 1981-84; and president, U.S. Youth Council, 1975-78.

Schiff, Herbert G. (Dallas)

Owner, Schiff and Company, and independent oil and gas company. BS, Texas A&M University. Board member, M.P.S.I. Group, Inc.; Presbyterian Hospital, Dallas; and Up With People. Member, Texas A&M University Busi-ness School Development Council. Chairman of the board, Texas A&M University Center for Education and Research in Free Enterprise. Member, Texas Higher Education Coordinating Board, 1979-85; served as vice chairman, 1982-84.

Sprague, Charles, M.D. (Dallas)

Chairman of the Board and Chief Executive Officer, Southwestern Medical Foundation. b. Nov. 14, 1916. BBA and BS, Southern Methodist University; MD, the University of Texas Medical Branch at Galveston. President Emeritus and Professor of Internal Medicine, the University of Texas Southwestern Medical Center at Dallas. Member, Texas Higher Education Coordinating Board, Texas Medical Association, American Medical Association, Association of American Medical Colleges, and Association of American Health Centers. Member, executive committee, Dallas Medical Action Committee and board of directors, Dallas Citizens Council. Member, Special Committee on Postsecondary, Medical, Dental and Allied Health Education, 1987-1988; and chairman, Coordinating Board Allied Health Education Advisory Committee, 1978-85.

Steinhagen, B.A. "Mark" (Beaumont)

Owner, Steinhagen Oil Company, Inc. b. Dec. 18, 1934. BBA, University of Texas. Director, Gulf States Utilities Company; member, NCNB advisory board; director, Sisters of Charity of the Incarnate Word, Houston; and elder, St. Andrew's Presbyterian Church. Former member, board of regents, Lamar University; president, Beaumont Chamber of Commerce, 1970-71; president, Rotary Club of Beaumont, 1974-75; and former chairman of the governing board, St. Elizabeth Hospital. Veteran, U.S. Army.

EX-OFFICIO

Daugherty, H.M., Jr. (El Paso)

Chairman and Chief Executive Officer, MBank-El Paso. b. Feb. 27, 1940. BS in economics, Wharton School of Finance, University of Pennsylvania. Chairman, Texas Higher Education Coordinating Board. Member, Association of Reserve City Bankers, Texas Bankers Association, Literacy Committee of El Paso, University of Texas-El Paso Development Board, 100 Club of El Paso, and Governor's Advisory Committee for State Purchasing. Asso-

ciate member of the Astronomy Board of McDonald Observatory. Executive committee, UT System Chancellor's Council. Board of directors, Southwestern Livestock and Rodeo Association, El Paso Electric Company, and El Paso Community Foundation. Board of directors and executive committee, El Paso Chamber of Commerce, Industrial Development Corp., and Renaissance 400. Recipient of 1987 Conquistador Award, City of El Paso; 1987 Humanitarian of the Year, National Conference of Christians and Jews; 1986 El Gran Paseno Award, UT-El Paso; and 1986 Outstanding Citizen of the Year, El Paso Board of Realtors. Former member, Texas Higher Education Coordinating Board, 1979-85; former chairman, UT-El Paso Development Board; and former member, board of directors, Radford School.

Guerra, Cipriano (San Antonio)

Chairman of the Board, Plaza Bank, N.A.; consultant to the president, Rogers Cablesystems of Texas, Inc.; vice president, Hispano-Technica, S.A., Inc. b. July 31, 1927. BS, biology, St. Mary's University; BS, aeronautical engineering, Air Force Institute of Technology. Vice chairman, Texas Higher Education Coordinating Board; and director, Greater San Antonio Chamber of Commerce. Member, World Affairs Council for San Antonio. State parliamentarian, Air Force Association of Texas. Served 20 years with U.S. Air Force, retired lieutenant colonel.

Appendix B

Persons Who Offered Testimony to the Committee

Bob Harvey and Joe Bob Perkins,
McKinsey and Company, Inc.

Dr. Robert Berdahl, Director,
National Center for Postsecondary Governance and Finance

Dr. Robert W. Lawless, President,
Texas Tech University

Dr. E.J. Davis, Deputy Chancellor,
Texas A&M University

Dr. Shirley Chater, President,
Texas Woman's University

Dr. Billy Franklin, President,
Lamar University

Dr. William R. Johnson, President,
Stephen F. Austin State University

Dr. Jerry D. Morris, President,
East Texas State University

Dr. Lloyd D. Vincent, President,
Angelo State University

Dr. Jerome Supple, President,
Southwest Texas State University

Dr. Hans Mark, Chancellor,
The University of Texas System

Dr. Alfred Hurley, Chancellor and President,
University of North Texas System

Dr. R. Hugh Walker, Senior Vice Chancellor,
University of Houston System

Dr. William H. Harris, President; and Walter H. Criner, Board Chair, Texas Southern University

Dr. Frank Wright, Director,
Council of Faculty Governance Organizations

Appendix C

A Sample of Reorganization Plans

In the course of their deliberations, the committee considered numerous alternative ways to organize institutions into systems.

It quickly became evident that this is a problem of optimizing conflicting objectives. No alternative exists which is desirable from every view. The problem is selecting an alternative that has the desired characteristics with as few undesirable characteristics as possible.

Eleven of the alternative strategies studied are shown on the following pages. The Committee's analysis of each is presented on the last page.

Strategy I

Functional Groupings (California Model)

Texas University System
(6 institutions)
- University of Texas at Austin
- Texas A&M University (with branch in Galveston and Texas A&M University Services)
- Texas Tech University
- University of Houston
- One or two of: University of Texas at Dallas, University of Texas at Arlington, or University of North Texas
- One or two of: University of Texas at San Antonio, University of Texas-Pan American, or University of Texas at El Paso

Texas State College and University System
(27 to 29 institutions)
- University of North Texas[1]
- Texas Woman's University
- Midwestern State University
- East Texas State University
- East Texas State University at Texarkana
- Tarleton State University
- Angelo State University
- West Texas State University
- Stephen F. Austin State University
- University of Texas at Arlington[1]
- University of Texas at Dallas[1]
- University of Texas at El Paso[1]
- University of Texas-Pan American[1]
- University of Texas-Pan American-Brownsville
- University of Texas of the Permian Basin
- University of Texas at San Antonio[1]
- University of Texas at Tyler
- Sul Ross State University
- Lamar University at Beaumont
- Lamar University at Port Arthur
- Lamar University at Orange
- Southwest Texas State University
- Texas A&I University
- Corpus Christi State University
- University of Houston-Clear Lake
- University of Houston-Victoria
- Laredo State University
- Texas Southern University
- Prairie View A&M University
- University of Houston-Downtown
- Sam Houston State University

Texas Health Education and Research System
(9 institutions)
- University of Texas Southwestern Medical Center at Dallas
- University of Texas Health Science Center at San Antonio
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- Texas A&M University College of Medicine
- Texas Tech University Health Sciences Center
- Texas College of Osteopathic Medicine
- University of Texas M.D. Anderson Cancer Center
- University of Texas Health Center at Tyler

[1] This institution would not be included in this system if it is selected as part of the Texas University System.

Strategy II

Groupings by Common Purpose and Type

System of Research Universities
(6 institutions)
- University of Texas at Austin
- Texas A&M University (including Galveston branch)
- University of Houston
- Texas Tech University
- One or two of: University of Texas at Dallas, University of Texas at Arlington, or University of North Texas
- One or two of: University of Texas-Pan American, University of Texas at San Antonio, or University of Texas at El Paso

Texas State University System
(7 institutions)
- Angelo State University
- Midwestern State University
- Sam Houston State University
- Southwest Texas State University
- Sul Ross State University
- Tarleton State University
- West Texas State University

Upper-Level University System
(7 institutions)
- University of Houston-Clear Lake
- University of Houston-Victoria
- University of Texas at Tyler
- University of Texas of the Permian Basin
- University of Texas-Pan American-Brownsville
- Laredo State University
- East Texas State University at Texarkana

Metroplex Regional University System
(4 institutions)
- University of Texas at Dallas[1]
- University of Texas at Arlington[1]
- University of North Texas[1]
- East Texas State University (Commerce campus only)
- Texas Woman's University

Houston and Southeast Texas Regional University System (7 institutions)
- Lamar University at Beaumont
- Lamar University at Port Arthur
- Lamar University at Orange
- Prairie View A&M University
- Texas Southern University
- University of Houston-Downtown
- Stephen F. Austin State University

Southeast and Far West Texas Regional University System
(4 institutions)
- University of Texas at San Antonio[1]
- University of Texas-Pan American[1]
- University of Texas at El Paso[1]
- Corpus Christi State University
- Texas A&I University

Texas Health Education and Research System
(9 institutions)
- University of Texas Southwestern Medical Center at Dallas
- University of Texas Health Science Center at San Antonio
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- University of Texas M.D. Anderson Cancer Center
- University of Texas Health Center at Tyler
- Texas A&M University College of Medicine
- Texas College of Osteopathic Medicine
- Texas Tech University Health Sciences Center

[1] This institution would not be included in this system if it is selected as part of the System of Research Universities.

Strategy III

Groupings by Common Purpose and Type

System of Research Universities
(2 institutions)
- University of Texas at Austin
- Texas A&M University (including Galveston branch)

System of Research Universities
(4 institutions)
- University of Houston
- Texas Tech University
- One or two of: University of Texas at Dallas, University of Texas at Arlington, or University of North Texas
- One or two of: University of Texas-Pan American, University of Texas at San Antonio, or University of Texas at El Paso

Texas State University System
(7 institutions)
- Angelo State University
- Midwestern State University
- Sam Houston State University
- Southwest Texas State University
- Sul Ross State University
- Tarleton State University
- West Texas State University

Upper-Level University System
(7 institutions)
- University of Houston-Clear Lake
- University of Houston-Victoria
- University of Texas at Tyler
- University of Texas of the Permian Basin
- University of Texas-Pan American-Brownsville
- Laredo State University
- East Texas State University at Texarkana

Metroplex Regional University System
(4 institutions)
- University of Texas at Dallas[1]
- University of Texas at Arlington[1]
- University of North Texas[1]
- East Texas State University (Commerce campus only)
- Texas Woman's University

Houston and Southeast Texas Regional University System (7 institutions)
- Lamar University at Beaumont
- Lamar University at Port Arthur
- Lamar University at Orange
- Prairie View A&M University
- Texas Southern University
- University of Houston-Downtown
- Stephen F. Austin State University

Southeast Texas and Far West Texas Regional University System
(4 institutions)
- University of Texas at San Antonio[1]
- University of Texas-Pan American[1]
- University of Texas at El Paso[1]
- Corpus Christi State University
- Texas A&I University

Texas Health Education and Research System
(9 institutions)
- University of Texas Southwestern Medical Center at Dallas
- University of Texas Health Science Center at San Antonio
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- University of Texas M.D. Anderson Cancer Center
- University of Texas Health Center at Tyler
- Texas A&M University College of Medicine
- Texas College of Osteopathic Medicine
- Texas Tech University Health Sciences Center

[1] This institution would not be included in this system if it is selected as part of the System of Research Universities.

Strategy IV
Regional and Historical Groupings

University of Texas System
(11 institutions)
- University of Texas at Austin
- University of Texas at El Paso
- University of Texas-Pan American
- University of Texas-Pan American-Brownsville
- University of Texas at San Antonio
- University of Texas Southwestern Medical Center at Dallas
- University of Texas Health Science Center at Houston
- University of Texas Health Science Center at San Antonio
- University of Texas Medical Branch at Galveston
- University of Texas M. D. Anderson Cancer Center
- University of Texas Health Center at Tyler

Texas A&M University System
(5 institutions)
- Texas A&M University (including Galveston branch)
- Prairie View A&M University
- Corpus Christi State University
- Texas A&I University
- Laredo State University

Central and East Texas Regional University System
(8 institutions)
- Lamar University at Beaumont
- Lamar University at Port Arthur
- Lamar University at Orange
- Stephen F. Austin State University
- Sam Houston State University
- East Texas State University at Texarkana
- University of Texas at Tyler
- Southwest Texas State University

Metroplex Regional University System
(8 institutions)
- University of North Texas
- Texas Woman's University
- East Texas State University
- Midwestern State University
- Tarleton State University
- Texas College of Osteopathic Medicine
- University of Texas at Dallas
- University of Texas at Arlington

Houston Regional University System
(5 institutions)
- University of Houston
- University of Houston-Clear Lake
- University of Houston-Downtown
- University of Houston-Victoria
- Texas Southern University

West Texas Regional University System
(6 institutions)
- Texas Tech University
- Texas Tech University Health Sciences Center
- University of Texas of the Permian Basin
- West Texas State University
- Angelo State University
- Sul Ross State University

Strategy V
Regional and Historical Groupings

University of Texas System
(5 institutions)
- University of Texas at Austin
- University of Texas at El Paso
- University of Texas-Pan American
- University of Texas-Pan American-Brownsville
- University of Texas at San Antonio

Texas A&M University System
(5 institutions)
- Texas A&M University (Including Galveston branch)
- Prairie View A&M University
- Corpus Christi State University
- Texas A&I University
- Laredo State University

Central and East Texas Regional University System
(8 institutions)
- Lamar University at Beaumont
- Lamar University at Port Arthur
- Lamar University at Orange
- Stephen F. Austin State University
- Sam Houston State University
- East Texas State University at Texarkana
- University of Texas at Tyler
- Southwest Texas State University

Metroplex Regional University System
(7 institutions)
- University of North Texas
- Texas Woman's University
- East Texas State University
- Midwestern State University
- Tarleton State University
- University of Texas at Arlington
- University of Texas at Dallas

Houston Regional University System
(5 institutions)
- University of Houston
- University of Houston-Clear Lake
- University of Houston-Downtown
- University of Houston-Victoria
- Texas Southern University

West Texas Regional University System
(5 institutions)
- Texas Tech University
- University of Texas of the Permian Basin
- West Texas State University
- Angelo State University
- Sul Ross State University

Texas Health Education and Research System
(9 institutions)
- University of Texas Southwestern Medical Center at Dallas
- University of Texas Health Science Center at San Antonio
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- University of Texas M.D. Anderson Cancer Center
- University of Texas Health Center at Tyler
- Texas A&M University College of Medicine
- Texas College of Osteopathic Medicine
- Texas Tech University Health Sciences Center

Strategy VI
Regional Groupings-A

Metroplex Regional University System
(8 institutions)
- University of Texas at Dallas
- University of Texas at Arlington
- University of North Texas
- Texas Woman's University
- East Texas State University
- Tarleton State University
- University of Texas Southwestern Medical Center at Dallas
- Texas College of Osteopathic Medicine

Houston Area Regional University System
(12 institutions)
- University of Houston
- University of Houston-Clear Lake
- University of Houston-Downtown
- Lamar University (Beaumont, Orange, Port Arthur)
- Prairie View A&M University
- Texas Southern University
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- University of Texas M. D. Anderson Cancer Center
- Texas A&M University at Galveston

Central Texas University System
(4 institutions)
- University of Texas at Austin
- University of Texas at San Antonio
- Southwest Texas State University
- University of Texas Health Science Center at San Antonio

East Texas University System
(6 institutions)
- Texas A&M University
- Stephen F. Austin State University
- East Texas State University at Texarkana
- University of Texas at Tyler
- Sam Houston State University
- University of Texas Health Center at Tyler

Border and Southeast Texas University System
(8 institutions)
- University of Texas at El Paso
- Texas A&I University
- Corpus Christi State University
- Laredo State University
- Sul Ross State University
- University of Texas-Pan American
- University of Texas-Pan American at Brownsville
- University of Houston-Victoria

Panhandle University System
(6 institutions)
- Texas Tech University
- West Texas State University
- University of Texas of the Permian Basin
- Angelo State University
- Midwestern State University
- Texas Tech University Health Sciences Center

Strategy VII
Regional Groupings-B

South Texas System
(8 institutions)
- University of Texas at San Antonio
- University of Texas-Pan American
- University of Texas-Pan American-Brownsville
- University of Houston-Victoria
- Corpus Christi State University
- Texas A&I University
- Laredo State University
- University of Texas Health Science Center at San Antonio

West Texas System
(7 institutions)
- University of Texas at El Paso
- Texas Tech University
- University of Texas of the Permian Basin
- Angelo State University
- Sul Ross State University
- Texas Tech Health Sciences Center
- West Texas State University

Southeast Texas System
(10 institutions)
- University of Houston
- University of Houston-Downtown
- University of Houston-Clear Lake City
- Lamar University at Beaumont
- Lamar University at Port Arthur
- Lamar University at Orange
- Prairie View A&M University
- Texas Southern University
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston

East Texas System
(5 institutions)
- East Texas State University
- East Texas State University at Texarkana
- University of Texas at Tyler
- Sam Houston State University
- Stephen F. Austin State University

North Texas System
(9 institutions)
- University of Texas at Dallas
- University of Texas at Arlington
- University of North Texas
- Texas Woman's University
- Midwestern State University
- Tarleton State University
- University of Texas Southwestern Medical Center at Dallas
- Texas College of Osteopathic Medicine

Central Texas System
(4 institutions)
- University of Texas at Austin
- Texas A&M University - including Galveston Branch
- Texas A&M University Medical College
- Southwest Texas State University

Strategy VIII
Regional Groupings-C

System of Medical Schools
(7 institutions)
- University of Texas Health Science Center at San Antonio
- Texas Tech Health Sciences Center
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- University of Texas Southwestern Medical Center at Dallas
- Texas College of Osteopathic Medicine
- Texas A&M University Medical College

South Texas System
(7 institutions)
- University of Texas at San Antonio
- University of Texas-Pan American
- University of Texas-Pan American-Brownsville
- University of Houston-Victoria
- Corpus Christi State University
- Texas A&I University
- Laredo State University

West Texas System
(6 institutions)
- University of Texas at El Paso
- Texas Tech University
- University of Texas of the Permian Basin
- Angelo State University
- Sul Ross State University
- West Texas State University

Southeast Texas System
(8 institutions)
- University of Houston
- University of Houston-Downtown
- University of Houston-Clear Lake City
- Lamar University at Beaumont
- Lamar University at Port Arthur
- Lamar University at Orange
- Prairie View A&M University
- Texas Southern University

East Texas System
(5 institutions)
- East Texas State University
- East Texas State University at Texarkana
- University of Texas at Tyler
- Sam Houston State University
- Stephen F. Austin State University

North Texas System
(6 institutions)
- University of Texas at Dallas
- University of Texas at Arlington
- University of North Texas
- Texas Woman's University
- Midwestern State University
- Tarleton State University

Central Texas System
(3 institutions)
- University of Texas at Austin
- Texas A&M University - including Galveston Branch
- Southwest Texas State University

Strategy IX
Coopers & Lybrand Model

Research University System
(5 or 6 institutions)
- University of Texas at Austin
- Texas A&M University (with a branch in Galveston and Texas A&M University Services)
- Texas Tech University
- University of Houston
- One or two of: University of Texas at Dallas, University of Texas at Arlington, or University of North Texas

Graduate University System
(12-13 institutions)
- University of North Texas[1]
- Texas Woman's University
- Stephen F. Austin State University
- University of Texas at Arlington[1]
- University of Texas at Dallas[1]
- University of Texas at El Paso
- University of Texas-Pan American
- University of Texas at San Antonio
- Lamar University at Beaumont
- Corpus Christi State University
- Texas Southern University
- Prairie View A&M University
- Southwest Texas State University
- Sam Houston State University

Baccalaureate University System
(17 institutions)
- Midwestern State University
- East Texas State University
- East Texas State University at Texarkana
- Tarleton State University
- Angelo State University
- West Texas State University
- University of Texas-Pan American-Brownsville
- University of Texas of the Permian Basin
- University of Texas at Tyler
- Sul Ross State University
- Lamar University at Port Arthur
- Lamar University at Orange
- Texas A&I University
- University of Houston-Clear Lake
- University of Houston-Victoria
- Laredo State University
- University of Houston-Downtown

Texas Health Education and Research System
(9 institutions)
- University of Texas Southwestern Medical Center at Dallas
- University of Texas Health Science Center at San Antonio
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- Texas A&M University College of Medicine
- Texas Tech University Health Sciences Center
- Texas College of Osteopathic Medicine
- University of Texas M.D. Anderson Cancer Center
- University of Texas Health Center at Tyler

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[1] This institution would not be included in this system if it is selected as part of the Graduate Research University System.

Strategy X
Temple Plan A

Texas Research University System
(5 or 6 institutions)
- University of Texas at Austin
- Texas A&M University (with a branch in Galveston and Texas A&M University Services)
- Texas Tech University
- University of Houston
- One or two of: University of Texas at Dallas, University of Texas at Arlington, or University of North Texas

State University System of Texas
(9 or 10 institutions)
- University of North Texas[1]
- Texas Woman's University
- University of Texas at Arlington[1]
- University of Texas at Dallas[1]
- University of Texas at El Paso
- University of Texas-Pan American
- University of Texas at San Antonio
- Lamar University at Beaumont
- Texas Southern University
- Prairie View A&M University
- One of: Corpus Christi State University or Texas A&I University

Texas Health Institution System
(9 institutions)
- University of Texas Southwestern Medical Center at Dallas
- University of Texas Health Science Center at San Antonio
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- Texas A&M University College of Medicine
- Texas Tech University Health Sciences Center
- Texas College of Osteopathic Medicine
- University of Texas M.D. Anderson Cancer Center
- University of Texas Health Center at Tyler

Texas State College and University System
(20 or 21 institutions)
- Sam Houston State University
- Midwestern State University
- East Texas State University
- East Texas State University at Texarkana
- Tarleton State University
- Angelo State University
- West Texas State University
- University of Texas-Pan American-Brownsville
- University of Texas of the Permian Basin
- University of Texas at Tyler
- Sul Ross State University
- Lamar University at Port Arthur
- Lamar University at Orange
- Texas A&I University[2]
- University of Houston-Clear Lake
- University of Houston-Victoria
- Laredo State University
- University of Houston-Downtown
- Stephen F. Austin State University
- Southwest Texas State University
- Corpus Christi State University[2]

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[1] This institution would not be included in this system if it is selected as part of the Graduate Research University System.

[2] This university would not be part of this system if it is selected as part of the State University System of Texas.

Strategy XI
Temple Plan B

University of Texas System
(9 institutions)
- University of Texas at Austin
- University of Texas-Pan American
- University of Texas-Pan American-Brownsville
- University of Texas at San Antonio
- University of Texas Health Science Center at San Antonio
- University of Texas M.D. Anderson Cancer Center
- University of Texas Health Science Center at Houston
- University of Texas Medical Branch at Galveston
- University of Texas Health Center at Tyler

Texas A&M System
(6 institutions)
- Texas A&M University (including Galveston and Texas A&M Services)
- Corpus Christi State University
- Texas A&I University
- Laredo State University
- Tarleton State University
- Prairie View A&M University

Texas State University System
(9 institutions)
- Sam Houston State University
- Southwest Texas State University
- Angelo State University
- Sul Ross State University
- Stephen F. Austin State University
- Midwestern State University
- East Texas State University
- East Texas State at Texarkana
- University of Texas at Tyler

Metroplex University System
(6 institutions)
- University of North Texas
- Texas Woman's University
- University of Texas at Dallas
- University of Texas at Arlington
- University of Texas Southwestern Medical Center at Dallas
- Texas College of Osteopathic Medicine

West Texas University System
(5 institutions)
- Texas Tech University
- University of Texas at El Paso
- University of Texas of the Permian Basin
- West Texas State University
- Texas Tech University Health Sciences Center

Houston University System
(8 institutions)
- University of Houston
- University of Houston-Clear Lake
- University of Houston-Downtown
- University of Houston-Victoria
- Texas Southern University
- Lamar University at Beaumont
- Lamar University at Port Arthur
- Lamar University at Orange

Key to Evaluation Criteria

Functional similarity is an indication of the similarity of the role, scope, and mission statements of institutions within each system. Groupings in which all institutions within a given system have similar role, scope, and vision statements exhibit strong functional similarity.

Regional orientation is an indication of the extent to which systems group all institutions within the region. Groupings in which all institutions in a given region are placed in the same system exhibit strong regional orientation.

Historical precedent is an indication of the extent to which an alignment of institutions is similar to the current alignment. Groupings which require few changes from the current system alignment exhibit strong historical precedent.

"Power" balance is an indication of the extent to which political "power" is balanced among systems. Groupings in which all systems have equal power exhibit strong power balance.

Oversight by regents is an indicator of how easy systems are to govern. Small systems made up of similar institutions have strong oversight by regents.

HSC-University linkages indicate how closely health science centers and universities are linked. Systems in which universities and health science centers are grouped together exhibit strong HSC-University linkages.

Ease of implementation is an indicator of the degree of difficulty associated with implementing a specific plan. System configurations which involve few changes and which would incur little political opposition exhibit strong ease of implementation.

EVALUATION OF ALTERNATE GROUPINGS

STRATEGY	Functional similarity	Regional orientation	Historical precedent	"Power" balance	Oversight by regents	HSC-University linkages	Ease of implementation
I. Functional Groupings (Calif. System)	●	○	○	●	○	○	○
II. Common Purpose and Type	●	○	○	○	●	○	○
III. Common Purpose and Type	●	○	○	○	●	○	○
IV. Regional and Historical	○	●	●	○	○	●	●
V. Regional and Historical	○	●	●	●	●	○	○
VI. Regional - A	○	●	○	○	○	●	○
VII. Regional - B	○	●	○	○	○	●	○
VIII. Regional - C	○	●	○	○	○	○	○
IX. Coopers and Lybrand	●	○	○	●	○	○	○

SYMBOLS
Good ● ◐ ○
Poor ○

Texas Higher Education Coordinating Board

Lawrence E. Jenkins (Chairman)	Austin
Charles C. Sprague, M.D. (Vice Chairman)	Dallas
Carolyn R. Bacon	Dallas
W. Mike Baggett	Dallas
George Bramblett, Jr.	Dallas
Herbert L. Butrum	Houston
Frank Cahoon	Midland
H. M. Daugherty, Jr.	El Paso
Cipriano F. Guerra, Jr.	San Antonio
Lauro G. Guerra, M.D.	McAllen
Jess Ben Latham	Amarillo
Greg Mitchell	Amarillo
Patricia S. Prather	Houston
Kathryn A. Priddy	Dallas
Regina J. Rogers	Houston
Jack T. Trotter	Houston
Philip G. Warner	Houston
Mary Beth Williamson	San Antonio

The Texas Higher Education Coordinating Board was created by the Texas Legislature in 1965. It is charged with the responsibility to achieve "excellence for college education" for the people of Texas through the unified development of the Texas system of higher education; efficient and effective use of all resources; elimination of costly duplication in program offerings, facilities, and physical plants; and advocacy for adequate resources for the institutions to realize their full potential to educate.

The Board consists of 18 members appointed from across the state for six-year terms by the governor with the advice and consent of the Senate.